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LIVING AND LEARNING

The Report of
the Provincial Committee on Aims
and Objectives of Education in the Schools of Ontario



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The Report of
the Provincial Committee on Aims
and Objectives of Education in the Schools of Ontario

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1968

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Copy of an Order-in-Council approved by His Honour the Lieutenant Governor, dated the 10th day of June, A.D. 1965.

The Committee of Council have had under consideration the report of the Honourable the Minister of Education, dated the 10th day of May, 1965 wherein he states that,

Whereas it is deemed expedient to revise the courses of study for children in the age group presently designated as Kindergarten, Primary and Junior Divisions.

And whereas it is deemed expedient to appoint a Provincial Committee to make a careful study of the means whereby modern education can meet the present and future needs of children and society.

The Honourable the Minister of Education therefore recommends that there be established a Provincial Committee on Aims and Objectives of Education in the Schools of Ontario for the purposes hereinafter mentioned:

—to identify the needs of the child as a person and as a member of society

—to set forth the aims of education for the educational system of the Province

—to outline objectives of the curriculum for children in the age groups presently designated as Kindergarten, Primary and Junior Divisions

—to propose means by which these aims and objectives may be achieved

—to submit a report for the consideration of the Minister of Education.

That the Committee be empowered to request submissions, receive briefs and hear persons with special knowledge in the matters heretofore mentioned.

That the Committee be empowered to require the assistance of the officials of the Department of Education, in particular members of the staff of the Curriculum Division, for such research and other purposes as may be deemed necessary.

That members of the Committee be empowered to visit classrooms in the schools of Ontario, by arrangement with local school systems.

The Committee of Council concur in the recommendation of the Honourable the Minister of Education and advise that the same be acted on.

Certified

J.J. Young
Clerk, Executive Council

The Provincial Committee on Aims and Objectives of Education in the Schools of Ontario began its work in June, 1965. At its initial meeting the Committee decided to invite the submission of briefs by interested organizations and individuals. A total of 112 briefs was received. Public hearings were held in Ottawa in December, 1965, and in Sudbury and London early in 1966, and several public hearings were held in Toronto during 1966 and 1967. The Committee also heard presentations by experts, commissioned research studies, and visited schools, institutions, colleges of education, and universities in several educational jurisdictions. Answers to many problems were found by studying innovations already implemented in the schools of Ontario and other provinces. The Committee sent teams to study the educational systems and programs in many parts of the United States and in several countries in Europe and the Orient. It derived much help from these comparative education visits. Meetings were held regularly to complete the study and write the Report.

In its terms of reference the Committee was instructed "to set forth the aims of education for the educational system of the Province" and to propose means by which these aims might be achieved. The Committee found evidence that formal statements of aims have had little effect on educational practices in the past. Of four Royal Commissions that have reported on education in their respective provinces of Canada during the past eight years, only one published a separate chapter on aims.

THE PROVINCIAL COMMITTEE ON AIMS AND OBJECTIVES

The recent report of the Central Advisory Council for Education in England has a four-page chapter on aims but indicates a preference for a pragmatic approach to the purposes of education; it implies that individual teachers might better define their own aims. Some philosophers believe that aims are inherent in the educational process and in fact often arise from it, and that the school program itself provides the best evidence of the aims and objectives of any educational system.

This Report has been designed to communicate the Committee's viewpoints, findings, and recommendations in a manner which reflects the philosophy of the Committee. It contains a commentary on the aims of education, but it does not include a formal statement of aims. The aims and objectives of education are an intrinsic part of the proposed educational process, and are inherent in the very spirit of the Report. The reader will discover that children are the focus of attention as the panorama of their new world of learning unfolds throughout the pages of this book.

The children who enter the schools of Ontario during the next few decades will spend most of their lives in the twenty-first century. If the current rate of social, economic, and technological change is maintained in the years ahead, the educational process will need continuing reappraisal, and school programs will have to be designed to respond accordingly.

The Committee's membership was drawn from various geographic areas of the province; it was representative of a wide variety of occupations and interests, and included five members of the teaching profession, who were nominated by the Ontario Teachers' Federation. Unfortunately, the Committee lost the service of four of its original participants. Sister Stanislaus, formerly Supervising Principal of the Peterborough Separate School Board, died while attending a Committee conference in October, 1965. Mr. R.H. Field, Assistant Superintendent of Curriculum, Ontario Department of Education, resigned his position as Secretary of the Committee in December, 1965, to accept the position of Assistant Superintendent of Schools in Windsor. F.B. Rainsberry, Network Supervisor of School Broadcasts and Youth Programming of the Canadian Broadcasting Corporation, withdrew from the Committee when he moved to Israel in September, 1966, to organize its educational television service. Mr. M.B. Parnall, Director, Program Branch, Ontario Department of Education, was inactive because of illness during the last year of the Committee's work. New appointments were made and the membership of the Committee in 1968 is shown on these pages.

As this Report went to press, the Committee learned with deep regret of the passing of Maxwell B. Parnall. His strong faith in the human spirit and his unswerving loyalty to the cause of children and their education provided initial inspiration for the Committee and helped to establish, at the very outset, the direction that our study has taken. Such benefits to children as may stem from this Report will serve to reflect the contribution to education in Ontario made by this dedicated and selfless public servant.



1. MR. JUSTICE E. M. HALL (Ottawa)

Co-Chairman of the Committee. Justice of the Supreme Court of Canada. Former Chairman, St. Paul's Separate School District, Saskatoon. Recently Chairman of the Royal Commission on Health Services.

2. MR. L.A. DENNIS (Toronto)

Co-Chairman of the Committee. Formerly school principal. Secretary and Research Director of the Committee, 1966.

3. MR. D.W. MUIR (Hamilton)

Deputy Chairman of the Committee. Assistant Personnel Manager of the Steel Company of Canada Limited. Former member of the Hamilton Board of Education and of its Advisory Vocational Committee. Honorary President of Ontario Business and Commerce Teachers' Association.

4. DR. G.W. BANCROFT (Toronto; New York)

Associate Professor of Education at Fairleigh Dickinson University, New Jersey. Formerly teacher, Forest Hill Collegiate in Toronto. Former Chairman of Professional Development Committee for District 15 of the Ontario Secondary School Teachers' Federation.

5. MR. E.J. BRISBOIS (Toronto)

President of Challenger Manifold Corporation Ltd. President of the Metropolitan Educational Television Association. Executive President of the English Catholic Education Association of Ontario, and Chairman of the Management Committee of the Metropolitan Separate School Board.

6. MR. E.J. CHECKERIS (Sudbury)

General Manager and Treasurer of the Wahnapiitae Lumber Company Ltd. Past President of the Ontario Junior Chamber of Commerce and of AHEPA (Greek Men's Association). Third Vice President, Sudbury Chamber of Commerce. Chairman of Sudbury District School Area # 2. Chairman, Sudbury Division, Interim School Organization Committee.

7. MR. J.K. CROSSLY (Willowdale)

Associate Superintendent of Curriculum, Ontario Department of Education. Former school principal. Formerly school inspector, Welland County. Former District Chairman, Ontario Public School Men Teachers' Federation.

8. MR. J.E. DUFFIN (Thorndale)

Poultry and livestock farmer. Reeve, West Nissouri Township. Member, Middlesex County Consultative Committee on Education.

9. MR. M.J. FENWICK (Agincourt)

Assistant to the Director of District 6, United Steelworkers of America. Vice-President of the Ontario Federation of Labour. Member of Metropolitan Toronto Advisory Committee on Manpower Training. Editor of *The Miner's Voice*.

10. DR. REVA GERSTEIN (Don Mills)

Psychologist. President of the C.M. Hincks Treatment Centre. Immediate Past Chairman (National) of the Canadian Council on Children and Youth. Member of the Committee on University Affairs.

11. MR. R.E. INGALL (Peterborough)

Master at Peterborough Teacher's College. Formerly school principal. Former Chairman of the Ontario Teachers' Federation Curriculum Revision Co-ordinating Committee.

12. DR. J.F. LEDDY (Windsor)

President and Vice-Chancellor of the University of Windsor. Formerly Vice-President of the University of Saskatchewan. Recently served as National Chairman of World University Service of Canada, and of Canadian University Service Overseas. Vice-Chairman of the Canada Council. Author of *The Humanities in an Age of Science* and *The Humanities in Modern Education*.

13. SISTER ALICE MARIE C.S.J., (London)

Supervising Principal of the London Separate School Board. Member of the Board of Directors, English Catholic Teachers' Association, and of the Curriculum Study Committee, Ontario Teachers' Federation.

14. MR. G.A. NASH (Welland)

Barrister-at-law. Queen's Counsel. Senior partner of Nash, Tolmie and Johnston. Former Chairman of the Welland County Mental Health Association and the Welland Board of Education. A Director of the Greater Welland Chamber of Commerce.

15. MR. M.P. PARENT (Ottawa)

Public accountant. Former trustee of the Ottawa Separate School Board and former Chairman of the Collegiate Institute Board of Ottawa. Past President of United Appeal of Ottawa and of Les Scouts Catholiques d'Ottawa.

16. MR. M.B. PARNALL (Toronto)

Director of the Program Branch, Ontario Department of Education. Former teacher. Formerly master on staff of Toronto Teachers' College and Principal of North Bay Teachers' College. Former Superintendent of the Curriculum Branch, Department of Education. (Inactive after May, 1967, because of illness. Deceased, April, 1968)

17. DR. C.E. PHILLIPS (Willowdale)

Retired Director of Graduate Studies, Ontario College of Education, University of Toronto. Former Executive Secretary and a President of the Canadian Education Association. Author of *The Development of Education in Canada*.

18. MISS OLA REITH (St. Thomas)

Co-ordinator of Guidance and Special Services for the St. Thomas Public Schools. Past President of the Federation of Women Teachers' Associations of Ontario. Member of the Curriculum Co-ordinating Committee and Chairman of the Reading Sub-Committee of the Ontario Teachers' Federation.

19. DR. M.G. ROSS (Toronto)

President of York University. Formerly Vice-President and Vice-Chancellor of the University of Toronto. Fellow of the American Sociological Association. Author of *Community Organization: Theory and Principles*; *The New University*; *New Universities in the Modern World*.

20. MR. LEOPOLD SEGUIN (Timmins; Cornwall)

Teacher, St. Albert School, Cornwall. Formerly teacher, Collège Sacré Coeur in Timmins. Member of L'Association des Enseignants Franco-Ontariens, and of the Social Science Committee of the Ontario Teachers' Federation.

21. MRS. R.W. VANDER FLIER (Port Arthur)

Housewife. Trustee, Port Arthur Board of Education. Formerly a Director of the Ontario School Trustees' and Ratepayers' Association. Former nurse.

22. MRS. J. WOODCOCK (Huntsville)

Housewife. Trustee, Huntsville Board of Education. Formerly a member of the Huntsville Public Library Board. Former teacher.

23. DR. E.J. QUICK (Toronto)

Secretary and Research Director of the Committee, 1967-68. Assistant Superintendent of Curriculum, Ontario Department of Education; on loan to Committee.

24. MR. H.G. HEDGES (Burlington)

Co-ordinator of Research and Production for Committee. Principal, Hamilton Teachers' College; on loan to Committee.



To the Honourable William G. Davis
Minister of Education for the Province of Ontario

Sir:

We, the members of the Provincial Committee on Aims and Objectives of Education in the Schools of Ontario, appointed by Order-in-Council OC-2122/65, dated the 10th day of June, 1965, to inquire into and report upon the means whereby modern education can meet the present and future needs of children and society within the terms of reference set forth in that Order-in-Council, now submit our Report.

We also tender herewith studies commissioned by us in several fields of special interest, as well as other reports and documents used by us, in the belief that these contain significant observations, information, and insights into the matters dealt with, and which should be studied as companion documents to our Report. Copies of these documents are being deposited in the Legislative Library and in the Library of the Ontario Institute for Studies in Education.

Emmett M. Hall

MR. JUSTICE E. M. HALL
Co-Chairman of the Committee

Cloyd Dennis

MR. L. A. DENNIS
Co-Chairman of the Committee

D. W. Muir

MR. D. W. MUIR
Deputy Chairman of the Committee

George W. Bancroft

DR. G. W. BANCROFT

E. J. Brisbois

MR. E. J. BRISBOIS

E. J. Checkeris

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R. E. Ingall

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J. F. Leddy

DR. J. F. LEDDY

Sister Alice Marie C.S.J.

SISTER ALICE MARIE, C.S.J.

Gerald A. Nash

MR. G. A. NASH

M. P. Parent

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DR. C. E. PHILLIPS

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MISS OLA REITH

Henry S. Ross

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Leopold J. Seguin

MR. LEOPOLD SEGUIN

Jean Van der Flier

MRS. R. W. VAN DER FLIER

J. Woodcock

MRS. J. WOODCOCK

E. J. Quick

DR. E. J. QUICK
Secretary and Research Director of the Committee

The truth shall make you free

The underlying aim of education is to further man's unending search for truth. Once he possesses the means to truth, all else is within his grasp. Wisdom and understanding, sensitivity, compassion, and responsibility, as well as intellectual honesty and personal integrity, will be his guides in adolescence and his companions in maturity.

This is the message that must find its way into the minds and hearts of all Ontario children. This is the key to open all doors. It is the instrument which will break the shackles of ignorance, of doubt, and of frustration; that will take all who respond to its call out of their poverty, their slums, and their despair; that will spur the talented to find heights of achievement and provide every child with the experience of success; that will give mobility to the crippled; that will illuminate the dark world of the blind and bring the deaf into communion with the hearing; that will carry solace to the disordered of mind, imagery to the slow of wit, and peace to the emotionally disturbed; that will make all men brothers, equal in dignity if not in ability; and that will not tolerate disparity of race, color, or creed.

This above all is our task: to seek and to find the structure, the organization, the curriculum, and the teachers to make this aim a reality in our schools and in our time.

We stand today in the dawn of our second century and assess the field of future education. Surrounded by the greatest array of learning paraphernalia we have ever seen, and immersed in new knowledge, we must not lose sight of the human needs that the new dawn brings. We are at once the heirs of the past and the stewards of the future, and while we take pride in our inheritance, we can ill afford to bury our talents in the soils of satisfaction. We have in our hands means of change for human betterment that few people of the world enjoy. We must find a way to their application that will germinate the seeds of a more fruitful way of life, not only for the people of Ontario but for all Canadians; and hopefully the harvest will make its contribution to all mankind.

Seen in this light, ours is no vision of education for a provincial priority or traditional national pride, but for the good of all men. It is a vision of greatness and dignity for the individual through the exercise of public and private responsibility. At no time in our history have we had a better vantage point from which to view the role of Canadians in the affairs of man. Perhaps, too, no better opportunity has been offered to transcend the ordinary conditions of our free society and reach a new plateau of human commitment to the common good.

There is no country in the world where there are fewer impediments to the good life for all. We have an opportunity to build here upon the northern half of this continent a nation of educated and healthy people. Nature itself favors such a possibility. While climatic conditions in the northern areas are often forbidding, the country as a whole is singularly free of those uncontrollable hazards to be found in so many parts of the world. It is for us so to organize our resources in harmony with our favored situation that Canada may become a showplace of man's humanity to man. We will rightly stand condemned by history if we fail to provide what our people need and what our resources and our know-how make readily possible.

A principle which has dominated our thinking is that money and effort spent on education is money and effort well spent; an investment in human resources that will pay handsome dividends not only in terms of economics but in human happiness and well-being. It is an investment in which all young people of Ontario must have the opportunity to participate.

The child's right to the best education available is now universally recognized. It is an entrenched right which no one would dare to challenge. It is now beyond question that all our young people must be better educated and more fully and competently trained if Canada and Ontario are to survive in this highly competitive age of electronics, specialization, and automation.

Dr. Egerton Ryerson, the architect of public education in Ontario, built a system which has worked well and which has been of immense benefit to the people of Ontario and to other parts of Canada in the first hundred years of Confederation. Fragmentary changes have been made from time to time in the system, but basically no vital or fundamental change has been made in the intervening century nor was there any pronounced demand for drastic change or replacement until the postwar period.

The people of Ontario have good reason to be proud of their efforts put forth in the cause of education in the past. Indeed, in certain aspects Ontario has, from time to time, been in the forefront of educational progress.

Today, on every side, however, there is heard a growing demand for a fresh look at education in Ontario. The Committee was told of inflexible programs, outdated curricula, unrealistic regulations, regimented organization, and mistaken aims of education. We heard from alienated students, frustrated teachers, irate parents, and concerned educators. Many public organizations and private individuals have told us of their growing discontent and lack of confidence in a school system which, in their opinion, has become outmoded and is failing those it exists to serve.

Education is being given prime consideration throughout the world for what it can do in furthering peace and unity. We felt this emphasis everywhere we went in our survey and scrutiny of other systems. In Canada, Ontario has a major responsibility by virtue of its geographic position, its size, its population, and its wealth to give leadership in many facets of education not only academically, aesthetically, and vocationally, but in bringing into harmony the two founding peoples with themselves and with those from other lands who have chosen to be Canadians. Moreover, the province has a special responsibility to espouse the needs and aspirations of our Indian citizens, and to foster the dignity of a heritage that is rightfully theirs.

History has made the English and the French the original nation-builders of this half-continent. Common sense and the national interest demand that this fact be accepted without reservation and made the instrument whereby a country unique in this respect may shine before the world as an example of what should be a worldwide ideal.

History has played a decisive role in shaping Canadian society. Unlike the United States, we did not make a sharp revolutionary break with the past. We determined to build our nation through an evolutionary movement upon the irrevocable recognition that French and English were here as a fact of history: in consequence we accepted as part of the evolving social fabric a dual pattern of the common law and civil law and of ethnic, regional, and sectarian interests. This is surely the more difficult of the two roads to nationhood and is as much a noble experiment as the road chosen by our southern neighbor.

It is something to work for, this social fabric; for it must embrace not only our founding cultures, but those that spring from many other ethnic roots. It must know no provincial boundaries, nor exclude any Canadian whatever his origin from its protective shield. Above all, it must not require the melting pot of uniformity. Our search for agreement within diversity, although slow and difficult, serves to protect us from the many pressures of conformity with which technology assails us. In this opportunity to resist the melting pot of uniformity lies our greatest hope of survival as a nation with distinct characteristics of our own—not in imitation of England, the United States, or France, but with characteristics which will serve as examples to nations old and new which themselves have cultural and language problems. Ontario has a major role, perhaps a decisive one, in holding Canada together, and its educational system has a prime responsibility and opportunity in this field.

Furthermore, equal to, or of perhaps greater importance than, its contribution to the development of Canadian unity, is the educational value of acquiring an additional language as a communicative tool to reach people better. No other learning experience brings home so well to the learner the distinction between words and the ideas for which they stand; a salutary lesson both for the child who is learning to read, and for the intellectual to whom language can become an end in itself.

Ontario, through its educational system, has the opportunity to cement the partnership between English-speaking and French-speaking Canadians. The time is opportune for our educational authorities to say to all Canadians that French is not a foreign language in Ontario schools. Notwithstanding the difficulties of administration and personnel now existing, all boys and girls in the schools of the province must be given the opportunity of becoming conversant with both English and French so that in the next generation our citizens may be competent to communicate freely with their fellows of the other tongue in Quebec or elsewhere. If this is part of the price of national unity then let Ontario pay it gladly, for, in so doing, it will not only do justice to all citizens, but its people will also reap rich dividends culturally and economically, far beyond the cost in facilities and personnel needed to accomplish this result.

What principles, then, should govern our considerations and guide us to conclusions and recommendations? We may with faith and reliance turn to *The Universal Declaration of Human Rights* of the United Nations for assistance. Regarding education, Article 26 of the Declaration says:

"1. Everyone has the right to education. Education shall be free, at least in the elementary and fundamental stages. Elementary education shall be compulsory. Technical and professional education shall be made generally available and higher education shall be equally accessible to all on the basis of merit.

"2. Education shall be directed to the full development of the human personality and to the strengthening of respect for human rights and fundamental freedoms. It shall promote understanding, tolerance and friendship among all nations, racial or religious groups, and shall further the activities of the United Nations for the maintenance of peace.

"3. Parents have a prior right to choose the kind of education that shall be given to their children."

With these we accept the concept that every child in Ontario is entitled, as of right, to the opportunity of access to the educational and training facilities for which his talents qualify him; that no condition of race, religion, language, or background shall be allowed to impede his progress to full citizenship in all its plenitude.

In shaping the program of the future we must avoid by every means within our power the perpetuation of classes of citizenship, some of which will be inferior primarily from lack of economic opportunity or geographic location, and unable to participate to the full in the fruits of education and training.

We are fully aware that education in Canada is first and foremost a provincial responsibility. That does not mean or imply that the Federal Government has no interest or responsibility in the field. It has a vital interest in co-operation with the provinces to see that adequate resources are available in all provincial areas. Only by so doing will educational opportunity be equalized throughout the nation. Likewise, in this era when the price of education is totally beyond the resources of local communities, the Province must assume an ever-increasing responsibility for educational costs, for in no other way can equality of opportunity through education become a fact and not merely a slogan to Ontario's children.

The foundation of education in Ontario was the one-room school. With all its limitations, this historic structure was the source of ambition and initiative for many of the men and women who brought Ontario to its present eminence. Dedicated and underpaid teachers labored in loneliness and often in isolation to make the system work, and they deserve our gratitude. Equal in service have been the local school boards. Small in size and great in number, they have contributed in responsible trusteeship what their teachers have given in academic service.

But the small school and the local school board have outlived their day. The complexities of modern education demand larger units of instruction and administration. More sophisticated facilities, increased costs, greater urbanization, requirements of industry, improved methods of travel and communication, and many other factors have made obsolete the small school and the small unit of organization.

Much has already been done in this regard. The number of school boards in Ontario has been reduced from 5,600 in 1945 to 1,600 in 1967, and a program for dramatic further consolidation has recently been announced. New schools, reflecting the latest developments of architecture and learning devices, and accommodating students from widening community areas, are appearing throughout the province.

Such changes in accommodation and administration are inevitable if the system of education is to provide all students with access to the numerous and varied aids to learning that are now available. The changes will make great demands. They will require an expansion of local loyalties, a high degree of co-ordination among the agencies administering services, and a diversity of those services according to the needs of particular environments. But only in meeting such demands can education offer the reward of equal opportunity to all the students in Ontario's schools.

The Province of Ontario is committed to a public tax-supported system of non-confessional and Roman Catholic separate schools. This two-fold system was in existence prior to Confederation and was written into *The British North America Act* as a condition of that union. Unless the constitution is changed, this is the pattern that will continue. That being so, it is imperative that the needs of all children in Ontario be justly served in the spirit of co-operation, understanding, and good will that is increasingly noticeable in Ontario today.

Education in Ontario was preoccupied initially with the academic field. Little by little the growth of industry and the results of the industrial revolution brought the school into the fields of vocational and technical education. Today in the full flood of industrialization and automation these elements assume an importance for all educators and administrators as vital to the growing boy and girl as the older disciplines. The new curriculum must therefore give full effect to these requirements in such a way that no boy or girl will be without a suitable place for learning. The curriculum must be structured so as to give the pupil headway in those subjects or activities in which he can fulfill himself, even though unable to make progress in all the disciplines. Provision must also be made for the student to re-enter various studies as he may wish, if competent to do so. Decisions to shift emphasis from the academic to the commercial or technical should not be made too early in a child's school program or in an arbitrary manner. Competent counselling and consultation with parents and guardians when this decision is made are of prime importance. The welfare of the individual child must be paramount in making decisions, and no stereotyped attitude, or condition of class, economic status, or environment should prejudice such decisions.

It must be recognized that there are many children who have special gifts in music or art or drama, but who have no particular interest in the sciences or mathematics or other academic disciplines. The curriculum must provide for their progress and for graduation with emphasis in their specialties. These children cannot be branded as failures by the fact that their talents lie in special areas rather than in the traditional disciplines.

There are the retarded and the slow learners who must also be accommodated by the curriculum so that when they have emerged from their school experience, they will have matured and learned as much as their capabilities permit in an atmosphere of self-respect and dignity, and without the stigma of failure. Their transition from the academic to another area of learning must be accomplished without detrimental effect.

In earlier days, the education and training of the child with special disabilities was, by and large, left to the parents. Time and an awakening public consciousness brought about a demand that all children with such disabilities receive adequate education, and that it should be provided by the state. It was also realized that certain of those with disabilities, once given adequate educational opportunities, could achieve heights of accomplishment culturally and economically as rewarding as those of other children. Schools for the blind, the deaf, and the crippled were established. Later, provision was made for the education of the retarded and the emotionally disturbed. However, with some exceptions, those special schools were slow in development, particularly the schools for the deaf and the retarded, and they lagged far behind in research and teacher training, and became detached from the mainstream of educational progress.

All of these areas which come within the designation of 'special education' assume a greater importance as time goes on. The advances of science, the wonder drugs, better housing, and the influence of the affluent society contribute to a much greater proportion of all

such children attaining school age and adulthood. These children are entitled to the same measure of opportunity as their more fortunate brothers and sisters. The neglects of the past must now be remedied, and heroic efforts, if necessary, must be made to compensate for disabilities which nature and misfortune have imposed. The responsibility for providing integrated services, personnel, and special facilities where needed is a Provincial one; it should not be limited as at present. Only in this way can discrimination be avoided and an equal opportunity given to all.

These services must be so situated as to permit all children with disabilities to enter the regular school program partially or totally when their development so warrants, in the expectation that after several years of schooling they may be able to obtain entrance to a university or other centre of higher learning in due course. The large residential schools were pioneers in special education; but in the light of present knowledge and technical facility, such remote schools are anachronisms and unsuited to educate and prepare these children for today's world. Educational opportunities for them should be provided in the communities where they live. Preparation of teachers for special education should be upgraded and developed at the university level. Research will need to be expanded and new methods, programs, facilities, and integrated services developed.

The changing patterns of living, of working, and of recreation require that the educational system prepare the children of tomorrow to live in a world vastly different from that of this generation. There must be education for leisure time, for a more mature culture, and for a greater sense of personal responsibility, and the curriculum must be designed accordingly.

Education in the future will require a greater public involvement, a greater partnership between the home and school, between the community and the school. The school cannot be indifferent to the social conditions of the area it serves. It cannot wait until the child arrives at age six in the expectation that it can then remedy all defects or deficiencies of language or social behavior. It follows that the educational authorities must provide preschool learning opportunities to the socially disadvantaged so that all, regardless of prior condition or cultural background, may enter the formal school program on a basis of optimum opportunity to reach their potential.

While we are primarily concerned with the education of children and adolescents, we must emphasize the responsibility of the universities toward primary and secondary education and toward the preparation of the teachers who will man the classrooms. Accordingly, universities, in preparing entrance requirements, will have to be cognizant of the content and philosophy inherent in the curriculum of the primary and secondary schools. There must be liaison among all levels of education to facilitate progress and smooth articulation.

The political responsibility for education through a Minister of Education responsible to the Legislature is well-founded and sound. But education is essentially a non-political exercise, and although Ontario has been well served in this area, every precaution must be taken to ensure the sensitivity of the educational service to the needs and aspirations of the people. Such assurance could be provided by the establishment of an autonomous, non-political advisory body of citizens, representative of the various interests of the people in Ontario. Education, business, labor, industry, the arts, and parents

would be among the interests and groups represented in such a council. This body should be charged with keeping educational policy and practice under review. Such a body should be aware of the needs and aspirations of the people as well as of any deficiencies in the system. Reports and recommendations would be made to the Legislature as circumstances and times demanded.

Needs and aspirations change, and this is especially true of our time. The condition of dynamic economic and cultural growth in which we now find ourselves demands that educational policy and practice be the result of expert long-term and short-term forecasts. A co-ordinated, systematic approach to the identification of society's goals and the planning for their attainment is a prerequisite to the sound performance of educational service in Ontario.

Very many other and important changes and innovations require consideration. The lock-step structure of past times must give way to a system in which the child will progress from year to year throughout the school system without the hazards and frustrations of failure. His natural curiosity and initiative must be recognized and developed. New methods of assessment and promotion must be devised. Counselling by competent persons should be an integral part of the educational process. The atmosphere within the classroom must be positive and encouraging. The fixed positions of pupil and teacher, the insistence on silence, and the punitive approach must give way to a more relaxed teacher-pupil relationship which will encourage discussion, inquiry, and experimentation, and enhance the dignity of the individual.

The curriculum must provide a greater array of learning experiences than heretofore. Classes must be more mobile, within and beyond the local environment, and the rigid position of education must yield to a flexibility capable of meeting new needs. These and other innovations will be aimed at developing in the child a sense of personal achievement and responsibility commensurate with his age

and ability, to the end that going to school will be a pleasant growing experience, and that as he enters and passes through adolescence he will do so without any sudden or traumatic change and without a sense of alienation from society.

Coincident with the learning experience the school must be aware of the health and emotional needs of pupils. Accordingly, health services, including psychiatric assessment and counselling, must become an integral element of the school program. Qualified personnel should be called upon as resource people by teachers when the interest or need arises in such matters as family and community relationships; physical and emotional growth; sexual ethics; and the dangers of excessive smoking, alcoholism, and drug addiction; and other areas of concern, so that young children as well as adolescents will develop a well-rounded understanding of those conditions and practices which go into the making of a responsible and healthy adult.

No school which ignores the importance of recreational pursuits and physical development can meet the needs of today's pupils. Accordingly, the curriculum must recognize such areas as important aspects of the learning experience. Such recognition, however, should emphasize the aesthetic, social, and physical rewards of such experience rather than team engagement and spectator participation.

A whole new field of exciting educational aids and facilities is becoming available for our use. Educational television is currently the most spectacular of these but the media may be as old as the cave drawings or as new as computer-assisted instruction. Educators ought to employ every conceivable device and means that society can make available. But a word of caution is in order. The majority

of audio-visual aids that the Committee has seen in use have been employed in a narrow, didactic manner and with groups of children all presumed to be learning the same thing at the same time. Our perception of how learning takes place, and of the kind of teaching that facilitates the process, requires that the teacher understand the use of a variety of techniques in the interests of every child. Information contained on film, records, and tape, and in pictures and books must be accessible to each child when he needs it. The technology to make this a reality is feasible; the dangers of thought control, passivity, and a stultifying uniformity are too grave to permit indiscriminate use of films and educational television.

Further, educational television generally should not attempt to serve the whole province with identical programs. The principle of local participation in the conduct of education can be seriously jeopardized through centrally disseminated programming, created by a limited number of individuals, however able and well-intentioned. At the very least, a pattern of regional centres for the involvement of teachers and the adapting or production of programs to meet local needs is necessary.

With an enlightened attitude toward what can be accomplished in an enriched school program by an intelligent use of the many resources that are available, more effective use can be made of student time. It seems reasonable to conclude that the academic maturity required for post-secondary education can be achieved by the time the student has completed kindergarten and 12 years of schooling. Grade 13 should be phased out, as recommended by the Ontario Legislature's Select Committee on Youth.

This would seem advisable, not only because throughout most of Canada public education consists of kindergarten plus 12 years, but also because present-day attitudes toward school programs and

learning indicate that 12 years after the kindergarten year should be sufficient to prepare students adequately for university, community colleges, or other post-secondary types of education. A year thus saved at this time in one's life can be very important.

The time has come when all children throughout the province should have access to kindergarten. Although we are not suggesting that children be introduced to a formal teaching program at age five, we recognize that children today are ready for organized learning experience in a social setting which stimulates their sensory and language awareness at this age.

Although at the moment we may not be ready to extend the compulsory school age beyond 16, the subject is becoming relevant and the time for so doing is coming close. Studies should be undertaken and plans made so that when the province is ready for this advance, it may be accomplished in an orderly and fruitful way.

Today's Indians are descendants of the oldest residents of Canada, whose traditional cultures have been made increasingly inoperative in the changing environment of the individual in society and who, in the historical process of European settlement and development, have not acquired the technological, economic, and political skills necessary to share in the affluent society. At the same

time they have suffered severe damage to their collective existence and cultural personality. Accordingly, changes and additions in the educational programs and structures of Ontario will be required, having two-fold objective: to make it possible for the majority of Indians, young and old, to become self-supporting and participating citizens in our present-day society, and to identify themselves as a respectable and valid cultural entity within the fabric of the Canadian community. The purpose or aim is not to bring about an all-out assimilation, but to facilitate a successful and rewarding economic, social, and cultural integration of both individuals and communities of Indian ancestry.

Though it is true that the official aims and objectives of public education in Ontario are valid for people of Indian ancestry as well as for other citizens, the failure of the present programs and structures in helping the majority of Indian people achieve these objectives makes it necessary to redefine them. Accordingly, educational services for Indians on reservations in Ontario should be entrusted to the Province, and the services provided for them should be of a quality equal to those enjoyed by other Ontario children. The Federal Department of Indian Affairs should continue to be responsible for the cost, reimbursing the Province for outlays in this field.

Many departments of government and community agencies share responsibilities related to the welfare and education of young people, and while their various interests have degrees of independent action, their underlying purpose has a commonalty that should be recognized. Since the needs and interests of the young can be met best through co-operative effort, it follows that the task of coordinating the functions of the various bodies is of prime importance.

We cannot overlook the important subject of school premises and school architecture. School buildings must be more flexible and functional in design. Flexibility and design will have an important effect on educational efficiency in the future and will require careful planning to fit the needs of the new approach to education. This will include the number and location of schools, the provision of nursery schools, the transportation of pupils, and many other factors.

The 'new look' in education will require a new look at school construction as well as provision for the sharing and integration of services as measures of economy and efficiency. Town planning and urban redevelopment must give due emphasis and priority to school sites and community playground facilities.

There are, as the foregoing points up, many facets to the educational endeavor. Although priorities exist, it cannot be said that any one theme or phase dominates the field or takes precedence over the others. All are of vital importance in their respective areas. They must all co-exist if Ontario is to provide the educational system and program it can and must have for the second century of Confederation.

But having said this, it must be accepted that regardless of all else, no educational system will accomplish what it is designed to do without an adequate supply of highly competent and dedicated teachers. Now that the Ontario teacher is achieving a measure of

economic justice and a degree of professional status, we must turn our attention to providing more highly qualified and university-prepared teachers. Our recommendations in this field are directed to attaining that objective.

A final word on this aspect of the report. A skilled and inspired teacher can work wonders with any curriculum in almost any circumstances. Some teachers can do little even with the best of learning programs; but the great majority of teachers will be helped immensely by a good curriculum designed to meet the needs of the time.

Thus the good teacher and the good curriculum are equally essential. Given an increased measure of professional freedom, supported by all the aids and organizational arrangements available, and inspired by a philosophy which puts foremost the needs and dignity of the child, our teachers will provide the education we envisage, and achieve the results we confidently foresee from the implementation of our views and recommendations.

Ours has been a pleasant, if prolonged, task. To have had the opportunity as citizens to participate in the planning of education for the children of Ontario is a unique privilege for which we must express our thanks to the Minister of Education, the Honourable William G. Davis. There are few areas in the complex of human activities more rewarding than working for and with young people. Reviews such as we have tried to make must be done again as time passes, for education can never rest on its laurels. There will be goals and objectives seemingly beyond reach at all times, other groups and committees will, we trust, reach upward and outward toward the ever-elusive perfect system, bettering the lot of all children as they work toward the ultimate goal of equal opportunity for all through education.







THE SEARCH FOR TRUTH IN A DEMOCRATIC SOCIETY

If the loftiest ideals of truth can be sought only in a free society, then it is exceedingly important that education, the formal cradle of truth-seekers, reflect an awareness of those factors in our society which can throttle the free flow of individual thought and action.

Democracy implies the freedom to think, to dissent, and to bring about change in a lawful manner in the interest of all. It is a flexible, responsive form of government, difficult to describe in fixed terms. Democracy does not arise as a result of imposed or structured political practices, but as a dynamic, liberating force, nurtured by the people themselves. It can thrive and flourish only when its citizens are free to search continually for new ideas, models, and theories to replace outmoded knowledge in an effort to serve an ever-increasing populace tomorrow: A true democracy is a free and responsible society, and one aspect cannot exist or have meaning without the other.

To ensure its continuity, a free society must develop and promote opportunities for science, philosophy, the humanities, and the fine arts to flourish side by side, strengthening and complementing each other in the search for truth. All aspects of learning must be given support, for great ideas are not the exclusive property of an intellectual elite. They can permeate the atmosphere of a free society, and can be grasped and acted upon by great numbers of people. What happens at the universities has significance for primary education, and the reverse is also true. Excellence in quality and humane-ness of approach affect everyone in the society.

The climate of acceptance in which a child in kindergarten can ask a question springs from the same sources which make it possible for the scientist and the poet to make imaginative leaps. When mature philosophers and artists are muzzled in their forms of expression, we can expect that the child in nursery school will be inhibited in the free expression of his play activities. Freedom to search for truth at every educational level is one of the stoutest ramparts of a free society, and this defence we must never yield if we are to protect our way of life.

Georges-Henri Levesque pointed out, more than a decade ago, that scientists, intellectuals, and artists have responsibility to extend their knowledge and special talents into social action, by entering, in their own way,

the struggle for truth and justice. More recently, John Kenneth Galbraith, also a Canadian by birth, has forcefully written, "No intellectual, no artist, no educator, no scientist can allow himself the convenience of doubting his responsibility. For the goals that are now important, there are no other saviors . . . the individual member of the educational and scientific estate may wish to avoid responsibility; but he cannot justify it by the claim of higher commitment." Commitment to preserving a free society is of the highest order.

The heart of the problem of providing a general education in a democratic society is to ensure the continuance of the liberal and humane tradition. This is far more basic to our society than the worship of intellectual pursuits and scientific endeavors for their own sake. It must be recognized that the nourishment of such a precious commodity as freedom requires that the educational process, if it is not to fall short of the ideal, include at each level of growth and development some continuing experience in making value judgments. Whitehead, the great British philosopher, has said that all students must have before them the "habitual vision of greatness." Unless they feel the import of the ideas and aspirations which have been a deep and moving force in the lives of great men, students run the risk of inspirational blindness.

What is new, exciting, and thought-provoking in our era is that what was once the privilege of an elite has now become the right of a multitude. How to provide learning experiences aiming at a thousand different destinies and at the same time to educate toward a common heritage and common citizenship, is the basic challenge to our society. Thus democracy must not only provide

an opportunity for the able; it must seek to provide betterment for the less endowed, both by immediate improvement which can be gained in a generation, and by the slow surge of advancement which works through several generations. The gifted and talented should not be allowed to become undernourished by mediocre aspirations, and the slow learners and handicapped should not be stigmatized as failures. Each human being is deserving of respect, identity, and the right to develop toward the fulfilment of his unique potential. In the democratic society all men are of equal importance, and none is expendable.

In a democratic society, it is not the task of education to stress the thousand influences and labels dividing man from man, but to establish the necessary bonds and common ground between them. The great art of education lies in providing learning experiences which meet the needs of each, and which at the same time foster that feeling of compassion among human beings which is the greatest strength and bulwark of democracy.

Those procedures in an educational system which encircle and differentiate groups of children and adolescents and create chasms between them can nurture seeds of misunderstanding, discontent, and class distinctions. Even within schools, insurmountable walls and psychological barriers can be built between children of different potentials; this, in actuality, creates schools within schools, divides students from students, and seals them off from one another.

The beacon to guide the truth-seekers of tomorrow is dependent for its fuel upon the freedom exercised by society today. We cannot afford to lose our great and vital heritage through default, ennui, or lack of commitment. A free society cannot be taken for granted, and truth and freedom must be guarded as precious treasures. Each of us has the right to enjoy them. More than that, we have the obligation to protect them, and we each must have the courage to accept and embrace the responsibilities that they hold out to us each day.





The child is an integral part of his society, and his school is one of its major institutions. To attempt to educate without some awareness of the nature of society and its cultural values would be totally unrealistic. There are various societal and cultural factors which influence the climate in which the education of Ontario's children takes place. They include the land and its people—their labor force, their political, religious and aesthetic values, their national ideology—and the changes in society which have either taken place recently or seem to be emerging. And although these factors arise in the adult world, they inevitably impinge upon the world of the child. They set the tone of educational philosophy and dictate its practice. More directly, they provide the stage for the day-to-day living that the young experience.

This section of the report is not intended as a sociological analysis of the Ontario community. Its sole purpose is to provide a general view of the social scene, noting those conditions that seem to be most closely related to education and the lives of young people. Naturally, such an observation is limited, not only by lack of depth, but also by the fact that the observers are themselves a product of a period already past, and can scarcely describe conditions yet to emerge for the child. Despite our uncertainty, however, we must attempt to capture the spirit of the times. The fact that history may prove us wrong should not prevent us from planning on the basis of what we are and what history shows that we have been.

The Canadian identity

Physically, Canada presents a dramatic picture to the world. Second only to Russia in her immensity, she occupies almost half of the North American continent. Stretching from the Atlantic to the Pacific, and from the Arctic tundra to the verdant Niagara Peninsula, she offers a topographical diversity far greater than most countries of the world. Her caprices and contrasts of climate match in variety her range of resources, and the whole provides the physical environment for the Canadian identity.

But more important than the land are the Canadians who bend her to their will; who seed her; who tunnel for her riches; who build upon her, and who, in establishing their centres of population, do so in a ribbon of settlement that stretches along her southern border from the Atlantic Provinces to the Pacific. It is in the soul of the people that the Canadian identity can be found; and despite frequent self-evaluation, sometimes positive though muted, and frequently negative and banal, Canadians sense an identity that is not rooted in Britain, France, or America, but in themselves and their own land.

But there are a significant number of Canadians who are disturbed about the way in which the country is maturing. One matter about which they are disturbed is the economic and cultural dependence on foreign countries, particularly the United States, that present Canadian circumstances reflect. They document the extent to which Canada has surrendered independence. They recognize that the 'one world' concept demands some surrender of national sovereignty. At the same time, however, they believe that the nation which cannot control its economic resources cannot control its national destiny or its culture, and that of all the economically advanced nations, Canada is the one with the largest proportion of its industry and resources controlled from outside its borders.

Thus one of the major problems posed for Canada is how to preserve the vision of national development that the Fathers of Confederation had, and, at the same time, accommodate herself to her dependence on, or interdependence with, other countries.

Unity in diversity

But if deep within the Canadian this sense of country exists, at another level Canada is a divided country. In addressing Canada's Houses of Parliament on July 4, 1967, Her Majesty the Queen saw Canada's power and authority as being derived from internal national unity; but her former representative in Canada, the late Governor General Georges P. Vanier, found it necessary to say shortly before his death that he wished to be known abroad and at home as a Canadian, not merely as a citizen of one of Canada's provinces. This statement suggests that, for some at least, a national, as opposed to a provincial, identity has not yet emerged.

Canadians seem to feel a certain uncertainty about their national unity—as if they are staunchly saying on the one hand that they are a united people and on the other that they have their doubts. It is for this reason that slogans such as 'unity in diversity' and 'the bifurcation of Canadian culture' are used to describe the national and cultural identity of Canada.

Central to the Canadian fact are the roles of the English and French peoples in the founding of the nation; and their position in the bicultural social complex of Canada cannot be challenged. But a new issue arises, namely, the role of the immigrant in Canadian society. This issue has significant implications.

It may be argued that immigrants come to Canada seeking those benefits for which immigrants have always left their native land: freedom from religious and political persecution, opportunity for social and economic advancement, and adventure. But immigrants have done more than just collect these awards from Canada. They have made vast contributions to the development of a Canadian culture. It is not without significance that displays by various ethnic groups figured prominently in the centennial celebrations, and that much of the current literature that seeks to entice tourists to Canada draws attention to the international flavor that several of the larger urban centres have begun to manifest.

It would seem, then, that there should be a reassessment of the contribution which people from different cultural backgrounds are making and can make to an



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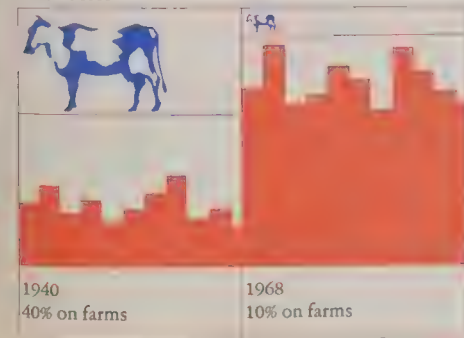
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emerging Canadian culture. Given the dominant position of the English and the French bases, where must the immigrant whose background is neither British nor French fit, and how can he use his cultural background to contribute to the Canadian whole?

The subject is important because, as researchers at the Dominion Bureau of Statistics indicate, the 'other European' group in the population is increasing rapidly. Furthermore, the more liberal immigration laws will produce a steadier flow of non-whites from many parts of the world. Significantly, too, with better health care resulting in reduced infant mortality, the Canadian Indian population will grow rapidly in the next few decades. For a long time, all these groups may make up only a small percentage of the population, but as far as numbers and patterns of settlement are concerned, they will form significant 'enclaves,' particularly in the urban centres.

If the increase of the 'other European' and the 'non-European' categories in the population is not accidental but a marked sociological trend, one wonders if now is the time to think not of Canadian biculturalism but of Canadian multiculturalism.

The world of work

While the educational aims of a society may be formulated in terms of noble ideals such as the respect and understanding of all mankind, the self-realization of the individual, and a national identity, achieving such aims can mean little unless the individual finds himself in a position to make a living adequate to meet his needs. Thus there is an interplay between the world of work and the world of learning, and educational planners must take these factors into account.

Since 1900 there has been a persistent shift of the Canadian population from the farm to urban centres where the emphasis is on secondary industries, such as manufacturing and service occupations. In 1940, 40 per cent of the labor force worked on the farms; today this figure is reduced to 10 per cent.

With the increase of the urban population has come expansion in areas such as commerce, finance, and transportation, and in services such as welfare, recreation, and entertainment. The rapid development of computer science has brought into existence a new set

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of occupations such as programming and systems analysis. Furthermore, upon almost any given occupational activity, a massive and still growing bureaucratic structure has settled. Thus, schools are being asked to devote less of their time to developing traditional skills and more to developing skills related to these new structures and activities.

While the overall proportion of the labor force with respect to the population of working age has not changed significantly for almost half a century, the composition of this work force has. For one thing, the age for leaving school is rising, and at the university level an increasing number of people are going on to further studies. For another, men are retiring earlier; nationally, in 1951, 60 per cent of them were working after 65 years of age, while today the figure is 30 per cent. The trend suggests that in the future the number will be further reduced.

Our society is one in which income and formal education are closely related. In Canada, four- and five-year high school graduates earn about one-and-a-half times as much as those who have only an elementary school education, and university graduates earn almost twice as much as the former and three times as much as the latter. Furthermore, the average income of workers in jobs demanding a high educational attainment increases more rapidly than that of less educated workers.

Since a man exchanges his labor for an income with which to purchase the goods and services which the rest of society produces, and since, as research has shown, his income is closely related to the amount of formal education he has received, the world of education and the world of work cannot function totally independent of each other.

But a new world is rapidly demanding the attention of education. As Professor John R. Seeley put it at the Minister's Conference on Recreation in Toronto, 1966, "For the first time for all men, time may be not time to be put in, or passed, or served as a sentence, but time largely for living, time as the priceless medium of life, not the clock-chopped master and monitor of the joyless round of 'active' days. For the first time for all men, leisure—not momentary respite for recovery for another senseless bout with man or nature—leisure, appears: leisure, literally, 'the time of permission', the time which gives leave. Leave for what? Leave to be. Leave



to become. Leave to do. But be, become, do what?"

This question is, quite properly, put to educators, and failure to respond would be to shirk a growing responsibility in a land which offers its people increased release from the traditional world of work.

But, a danger lurks in the shadows. Unless a people is on its guard, the economic demands of society can be made to determine what is done in education. The society whose educational system gives priority to the economic over the spiritual and emotional needs of man defines its citizens in terms of economic units and in so doing debases them. There is a dignity and nobility of man that has nothing to do with economic considerations. The development of this dignity and nobility is one of education's tasks.

A place to grow

As the second largest province of the second largest country in the world, Ontario reflects the vastness of Canada. Attempting to cope with all this space are some seven million people—less than the population of London, England—and almost one third of them live in Metropolitan Toronto. If the people of Ontario fail to

dream vast dreams it is not because of the land, whose sweep of territory Morley Callaghan has called imperial. Much of what is said about Canada and its national duality applies to Ontario, one of whose major cultural goals was to preserve its British heritage in much the way that Quebec's was to preserve French thought and culture. But over the years Ontario has become the mecca of immigrants, so that if a multicultural society is to develop in Canada this province has a leading role to play in that regard.

A pattern of homogeneous settling is found within the province; for example, the people of British stock form between 74 and 80 per cent of the population of counties in the Lake Ontario region; the French range from 49 per cent in Stormont to 84 per cent in Prescott. The Dutch congregate around Dundas and Prince Edward county, the Germans in the upper Grand River, and the Italians, Negroes and Asiatics in the larger urban centres such as Toronto, Hamilton, and Windsor. Even within the cities there is evidence of this demographic pattern.

This ethnic concentration is interesting because if each of these groups settles in its 'strip,' then the possibility of sharing its cultural values with fellow Canadians of other cultures is reduced. Furthermore, as far as education is concerned, the problem arises of whether the school, functioning according to the norm as a middle-class institution—predominantly British in

heritage—should ignore the cultural values which the students' homes reflect, or capitalize on them by adapting and incorporating them for their program.

In a broadcast drawing attention to Ontario Day at Expo 67, Premier Robarts emphasized the multicultural nature of Ontario's society as being the province's contribution to the Canadian fact. Ontario needs to be on its guard lest it miss this chance of developing a society that is truly multicultural.

Religion and moral values

Judged by the denominational groups with which the population is reported to affiliate, Ontario is a religious province. According to the 1961 census, only one out of every 30 persons does not belong to one of some 21 religious denominations or sects found in Canada.

But statistics do not indicate the real religious commitment of the population. While data may not be available, there is evidence that Ontario is caught in the severe dislocation of values that accompanies today's social and technological changes. The existence and effectiveness of God are openly and widely challenged: the changing standards of sexual morality, the position of the church on birth control, its involvement in issues of social justice—the raising of all of these issues indicates that people in Ontario are questioning many basic religious beliefs.

Yet the church continues to play an important part in non-religious affairs of the province, among them education. Some researchers have detected a link with political behavior also. In education, despite the existence of a strong non-sectarian educational system, the status of religious education in the schools is still a vital issue. In an age of vague and perpetually shifting moral values, there are many parents who desire some



1. French
2. German
3. Italian
4. Oriental
5. Eastern European
6. Scandinavian
7. Dutch
8. Jewish



sort of religious underpinning to their child's education, and they do not agree that the non-sectarian school is equal to the task.

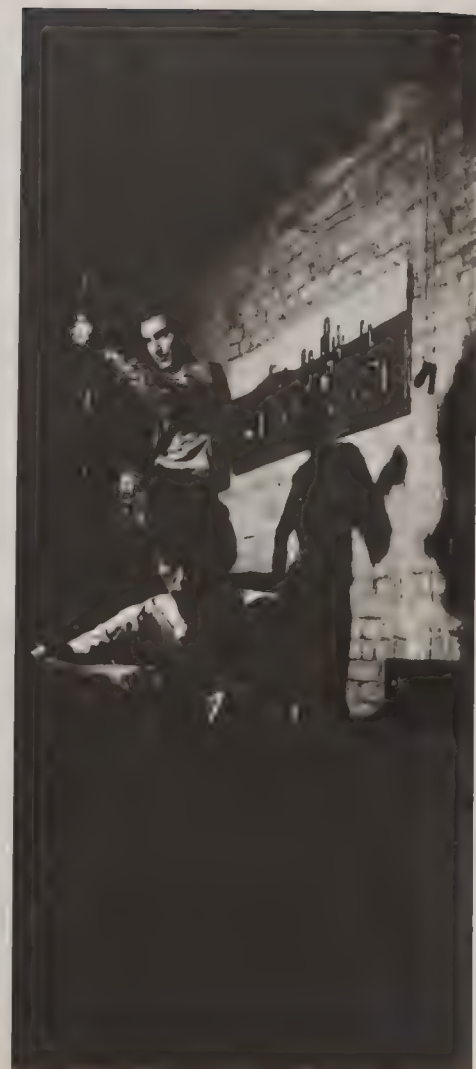
Related to the question of religion is that of changing patterns of morality, particularly in the areas of sensual and sexual freedom. Our youth are evincing a desire to experience things more through the senses, and this desire manifests itself in several new patterns of behavior—not the least of which are the use of psychedelic drugs, earlier and more gregarious sexual experience, more noise, more color, more movement, creating a brash, vibrant, kaleidoscopic, 'go-go' world.

In his *Monograph on Youth* Erik H. Erikson writes:

Young people of a questioning bent have always [questioned the relevance of traditional modes of conduct and values.] But more than any young generation before and with less reliance on meaningful choice of traditional world images, the youth of today is forced to ask what is *universally* relevant in human life in this technological age at this junction of history. Even some of the most faddish, neurotic, delinquent preoccupation with 'their' lives is a symptom of this fact." He draws attention to their scepticism of authority, their anti-institutionalism, and what he calls their 'desacralization of life.' This last is reflected in their attitude that there are no experiences which the individual should be forbidden to have—"All experience is permissible and even desirable." There is merit in noting two of Erikson's observations:

- a) In their search for pleasure the young experience relatively little relaxed joy; and the pursuit of 'relevant' experience has become a 'compulsive and addictive' one.
- b) Instead of condemning the younger generation as hedonistic, anti-institutional, and desacralizing, and instead of assuming that the new technology dislocates and disorients our youth, we may very well assume that "masses of young people feel attuned, both by giftedness and opportunity, to the technological and scientific promises of indefinite progress."

The problem of youth and their sub-culture which has clearly emerged grows insistent in a country such as Canada where some 50 per cent of the population is 25 years of age and under.



Society and education

Since educational policy reflects social policy, people involved in education have to examine continually the community in which the educational institutions function. The purpose of the first part of this chapter was to draw attention to a number of features of Canadian society which bear on education in Ontario. We trace now only a few of their educational implications

Let us consider first the issue of national ideology, which reflects the dreams and hopes of the nation. There is no question that the boys and girls who pass through our schools should graduate with a sensitivity to the common humanity which they share with other people in other parts of the world. But one of the major demands of our time is a sense of commitment to aims, objectives, and purposes either centred in the self or found beyond the individual. Commitment brings meaning into one's existence

The question arises then: Can our students develop, at their age, a commitment to such broad concepts as mankind and a global community; or is commitment to be developed first in terms of one's compatriots?

Some people would argue that in preferring the second point of view one would tend to develop a narrow nationalism. But the former can lead to a fragmented unrelatedness as the individual finds himself at a loss to determine what constitutes this 'world' citizen with whom to identify

Several factors influence the child's discovering his identity as a Canadian; among them are: the bicultural nature of the founding of the nation; the increasing importance of the many other cultural strands in the Canadian complex; and the proximity of the country to a larger and more culturally powerful United States of America.

Educators in Ontario must respond to the national ideology if education is to be meaningful and, in so doing, find answers to many fundamental problems



such as, for example, the problem of teaching English and French as second languages, not only for practical purposes but also as media through which are expressed the historical experiences and cultural values of a people

If imaginative solutions are found to the fundamental problems, then the more specific ones such as the procurement of second-language teachers, how they should be trained, or what the content of the courses should be, stand a chance of being solved

With regard to multiculturalism still more questions arise; for example, what can be done consciously to prevent many children from rejecting the positive values of their emigrant homes? Do our schools succeed in making immigrant children proud or ashamed of their rich cultural heritage? Do we reap the educational benefits to be gained from the presence of the immigrant child in our classes? Next to the family, the school is the most important agency for socializing the child. In a society which draws its students from various cultural and ethnic groups, a special and exciting challenge can be found in the interacting of the youngsters. Their interaction is educative. Furthermore, not only the student body but the whole school system should profit from such multiculturalism

Finally, there is the factor of proximity to the United States. Two of the major areas which should concern educators are the economic and the cultural. Not only is a sizeable portion of the Canadian economy under American influence, but our radio, television, movies, and popular magazines reflect the predominance of American culture.

If a national—as distinct from a nationalistic—ideology is not firm, the mass culture and economic resources imported from abroad will tend to make a cultural and economic colony of Canada. But how can this influence be offset? While a nationalistic approach to education and the Canadian way of life is to be deplored, one cannot help reacting sympathetically to the suggestion that text materials and related materials should be produced in Canada as far as possible, without, of course, sacrificing availability or excellence for Canadianism.

We turn now to community conditions and their relationship to education. If education is centred in the community and the community concerns itself with the many significant aspects of the lives of its members,



then educators must take some cognizance of such factors as occupations, housing, delinquency, health, politics, religion, urbanization, slum clearance, architecture, and town planning, and respond to them.

Consider, by way of illustration, the following:

a) Occupation: Research over the past decade has documented the limitations to educational opportunity that exist for Ontario children as a result of their being born to working-class instead of to professional or managerial parents. Porter's well-known study, *The Vertical Mosaic*, attempts to explode the myth of the Canadian middle-class egalitarian image. And not all of our best brains are at university. It remains a sobering thought that in a country where education is free throughout elementary and secondary schools, a significant number of students from working-class homes who are capable of university studies do not attend these institutions

b) Urbanization: As stated earlier, Ontario has become highly urbanized. Slightly less than three-quarters of the population is urban; and of the rural population only about half lives on farms. The urban dweller forms part of a very diversified community as far as such factors as people, jobs, and architecture go; thus there are more varied sources on which to draw for education. At the same time, however, greater strains for living are imposed; for instance, the school that serves children from a wide range of social and economic levels is likely to have a greater problem meeting their needs than the school in which the students come from the same socio-economic level.

Urban living offers a number of advantages—good streets, libraries, theatres, museums—but it increases the dependence of people, who rely on others to solve many problems which they handled themselves when







living was less urbanized. To be efficient, the city demands a great deal of standardization—houses in standard plans and colors, entertainment in standard programs and schedules—and standardization removes those marks of individuality that make people persons. Standardization leads quickly and directly to depersonalization. If students cry out against the impersonality and standardization of the school, it may be due in great measure to the fact that the school reflects the wider standardized and depersonalized culture of the city.

c) Rural living: If the urban complex has the power to attract, so too has the country. It too can offer a rich rewarding life. It too has had its successes; for from farms and other rural communities of Ontario have come men who have made not only this province but this nation great. Families that have lived from one generation to another in rural communities, and urban dwellers who weekly migrate in thousands to cottage, lake, and ski slope attest to the strength of the call of the country.

By the same token, if the urbanization of our society poses problems, the situation of rural communities is of no less critical importance. Rural poverty is as debilitating as urban poverty. If the ghettos of the city hinder the growth of young Ontarians, the rural community, cut off from the bubble and excitement of ideas that the city produces can, unless care is taken, become the intellectually disadvantaged section of the province—to the impairment of all.

There are rural communities in Ontario where the academic program cannot be surpassed by many urban communities; yet there is inadequate opportunity for the graduating students. In one such community where, for example, the French language program in the lower grades is as good as that in urban schools, several senior students said that, because of the lack of opportunity, they would not return home after graduating from universities in the cities. Communities in rural Ontario must be made stimulating centres for permanent living;

and the rural citizen must be educated in such a way that, like his urban fellow, he becomes a person of this century.

A community provides for competing factions and for handling conflict when it develops within and among groups. There can be no society without conflict, for the simple reason that the values according to which a society functions or the interests that spark its endeavors flow in many different directions. Life contends with death, pleasure with pain, duty with freedom, and the social good with individual gain.

Men can meet with their social conflicts in one of two ways; they can hide behind platitudes and illusions, or they can devise the machinery that seems likely to resolve the conflict, bearing in mind that once the issue is solved a new one will arise to engage their attention.

Men fear conflict when they do not know how to handle it. As society becomes more pluralistic and more diverse, the possibility of conflict is heightened. If there is one incontrovertible feature of our society in Ontario it is its diversity, hence its susceptibility to conflict.

Ontario has a number of institutions to cope with conflict. They include those in the political arena, such as the Legislature and the system of political parties; those in the occupational arena to handle relations between employer and employee; those in the marketing arena concerned with the problems of producer and consumer; and those in what may be broadly called the arena of justice, of which the courts of law and the Commission on Human Rights serve as examples.

The power of these agencies varies; some can propose changes and have them implemented; others can make recommendations; still others can only influence by marshalling public opinion. Regardless of what they have the power to do, the important thing is that ours is a society in which the machinery exists for the individual, either alone or in association with fellow citizens, to give expression to his legitimate needs and demands. Unfortunately, too many individuals are encouraged to give over their individual power to huge, impersonal, bureaucratic agencies.



The role of the school

In the expressing of needs and demands, a special function devolves upon the school, namely, to make the student aware of the customs and procedures which have developed through long periods of trial and error; to acquaint him with the institutions and organizations through which these flow, to make him knowledgeable of the values for which his predecessors fought, and that determine the common purpose; and to give him experience in making decisions that touch on his and his society's destiny.

The school has a further responsibility, less profound but perhaps more specific. It must be constantly aware of those societal conditions that have a direct influence upon the welfare of its students. The adult community cannot escape the fact that it provides the milieu in which its youth develops, and so must accept the responsibility of influence. If the community's value system is contradictory, it may expect confusion in the young. If it lacks commitment, it can hardly hope for more in youth. If it is inclined to discard a nobility of purpose in favor of indiscriminate gain, it may expect a similar inclination in the adults of its future.

Our present industrialized society has made great strides. Greater mobility, more leisure time, increased communications, and greater buying power have all added to the personal comfort of Ontario people. But these same advances pose important problems for young people. It is the school's great task to identify these problems and help its students to engage them actively.

There is a restless search for truth among our young people that leads them to struggle for values rather than power, and the widening gap between the generations

leads to a rejection of past values. They express a growing concern about worldly problems, and show a desire to share in the decisions of the community. The impact of communications media and fashion, the sexual revolution, and the looming threat of annihilation are all issues which involve Ontario youth. Failure to recognize them as vital areas in planning educational experience is to abandon the responsibility that society, by its nature, places upon the school

We cannot build a society by looking solely to the past—to the record of what our history has shown us to be; for at any juncture in our history both past and future press equally upon us. Characteristic of our thinking today is our belief in the permanence of change. While in Ontario we do not attempt to 'escape' our history, we look to the future, realizing that, as Heraclitus said, "Life is perpetual motion and repose is death."

In Ontario and the rest of the country we can predict and plan only for the near future. The changes which have occurred so far have been sufficiently dramatic and extensive to convince us that we can only speculate on the nature of things by the time graduates of our schools cross the threshold into the twenty-first century.

Like the men to make the initial landing on the moon, our children must be thoroughly prepared for a destination whose features no one knows at first hand. But this not the first time that man has found himself in this position. The world presented as significant a challenge for the age of Columbus as it does for us half a millennium later. The achievements of the past are there to orient our youth; the vision, the speculation and the prediction for the future are there to challenge and excite their minds; it becomes a function of the school to provide that orientation and foster that excitement.



TO BUSES →

Garfield News



TODAY'S CHILD

Today's child lives in a remarkable age of change. The technatonic period in which he finds himself began to show its impact upon our society after 1945, following close upon the heels of war. Since that time, advances in technology and new knowledge have far exceeded the entire accumulation of knowledge since the discovery of the wheel. Of every ten scientists who have ever contributed to man's reservoir of knowledge, seven are living at this moment, and 90 per cent of all scientific endeavor dates back only fifty years. Each new day finds scientific research scaling the wall of yesterday's ignorance, and revealing vistas and problems hitherto undreamed of. Human beings everywhere are subject to its impact.

The Ontario child is caught up in this challenging revolution, and he is daily learning and being deeply affected by the wonders of the age. Yesterday's private vocabulary of the scientist is public domain today, and terms such as frequency modulation, computer, cybernetics, programming, and systems analysis find their way through press, radio and television into common usage. In the sophisticated society of today, the laws and language of the Industrial Revolution are as obsolete as Filson's steam engine. The bounties and distractions of modern living have created new values and new ideas, new concepts of time and space, new freedoms and new constraints.

A world of skill and service is at the fingertips of the Ontario child. His breakfast orange juice comes fast-frozen in a throw-away can. His milk is homogenized and his bread enriched. His fruit arrives fresh from Latin America, Mexico, Florida, California, Spain, or the Middle East, making every day a harvest day. His breakfast cereal is grown, prepared, and distributed by an army of specialists from the agronomist to the engineer, from the economist to the psychologist, from the advertising writer to the package designer. King Henry VIII, Cleopatra, and the Emperor Montezuma in all their lives combined, were not served by such a





SAT. MAR. 16

morn

- 7:00 ① En France
⑦ Farm and Home
⑧ • Across The Fence
- 7:30 ② • Felix the Cat
④ • Sunrise Semester
Russian Literature
⑧ • Gumby
- 8:00 ① Schnitzel House
② • Clutch Cargo
④ ⑩ • Captain Kangaroo
⑦ Spiderman
⑧ • Davey and Goliath
- 8:30 ② Cartoon Playhouse
⑦ • Hercules
⑦ • Rocketship 7
⑩ • Thunderbirds
⑧ • Super President
- 8:45 ⑩ To Be Announced
- 9:00 ① Hawkeye
② • Mr. Magoo
④ ⑩ • Frankenstein Junior
⑧ The Three Stooges
⑩ • Casper Cartoon
- 9:30 ① Camera on Canada
② • Dick Tracy
④ ⑩ • Herculeoids
⑩ The Jetsons
⑩ • Thunderbirds
⑩ • Fantastic Four
- 10:00 ⑥ • On Safari
① • Ed Allen
⑨ • The Buddies
② • Slnbad Jr.
④ ⑩ • Shazzan
⑦ • Popeye & Gumby

- ⑨ • Batfink
② • Young Sampson
④ ⑩ • Space Ghosts
⑦ ⑩ • Journey to Centre of the Earth
③ Popeye
⑧ • Samson & Goliath
⑩ • Littlest Hobo
- 11:00 ⑥ • Movies
Two Magoo cartoons, Cartoond de Bergerac and Noah's Ark, also, The Cape Hatterer
- ⑨ Spiderman
② ⑧ • Birdman
④ ⑩ • Moby Dick
⑦ ⑩ • King Kong
③ • Marvel Heroes
⑩ • Rocky & Friends
- 11:30 ① META
Best Human's Holland Part 3 And There Was No More Sea
⑥ • The Beatles
⑦ • Atom Ant; Secret Squirrel
④ ⑩ • Superman
⑦ ⑩ • George of the Jungle
⑨ Hawkeye
⑧ • Skipper Sam
⑩ • Tarzan

noon

- 12:00 ⑥ • Daktari
Leopards threaten a scientist's camp
① • META
Lindbergh: The Future Part 3 America's Energy
② ⑧ • Top Cat
⑦ ⑩ • The Beatles
⑨ News
③ Country Salute

colossal array of scientists, technicians, and specialists. From air conditioning to daylight illumination, from satellites to pocket radios, this is the world of today's child, and he takes it all for granted.

His world borders on the extreme. From colors to clothing, from speed to spending, he moves in an environment of constant impact upon his senses. Astro-nomical figures are everyday statistics, and the dollar signs attached arouse little emotion in him.

Johnny has been personally present at many great historical events. He has seen the launching of astronauts, the funeral ceremonies of Kennedy and Churchill, battles in Vietnam, peace marches, and race riots. After all, through television and the press of a button, he can see the world from his own living room. He need not wait to learn about it from parents and teachers. In this age of mass media, the mountain comes to Mohammed.

When he was a preschooler, Ontario's child may have become actively involved with the TV set by trying to climb into the tube; but very quickly he has learned to watch passively scenes of violence and beauty, as well as commercials designed to mould his desires and excite his appetites. Subliminally or directly all kinds of messages get through to him. The extent to which he is affected by or prepared to act upon them is highly dependent upon his ability to evaluate, to discriminate, to be consciously aware of hidden or obvious persuaders.

With every season come revolutions in fashions, hair styles, jargon, dances, music, colors, and gadgets. Every day Johnny's attitudes and values undergo a shake-up. Faced with the presence of hallucinatory drugs, wars, violence, sex, and social pressures, he often finds himself on a turbulent sea of experience for which there are no charts.

The children of Ontario

Ontario children are not a special, packaged, unique breed of human beings. Their first names and surnames hint at the origins of their parents and grandparents from all parts of the earth—beautiful names that range in tradition from John and Marie, Angela and Kiyask, Mei Ling and Helga, to Gustav and Rebecca—a diversity of ethnic, religious, historical, and racial origins that spells the children of Ontario.

As if not to be outdone by human diversity, the centres of settlement in Ontario offer their own patchwork of colorful names as evidence of diverse roots. York and Baptiste, Tobermory and Bonheur share geography with native labels such as Wikwemikong and Wawa, Toronto and Kapuskasing. Less ethnic but equally descriptive are names like Crystal Falls, Driftwood, Night Hawk Centre, and Moonbeam. From Moose Factory to Point Pelee, from Gros Cap to Point Fortune, the place names of Ontario reflect the historic patchwork of the people.

From remote areas richly endowed with agricultural and mineral resources; from barren marginal regions starved by nature; from affluent suburbia; from pockets of poverty deeply embedded in urban and rural communities; from isolated, sparsely populated toeholds of humanity; from the crowded, sophisticated jungle of our cities—from all these the children of Ontario make their daily trek to school.

In most families of Ontario, we have children who enjoy security and parental support expressed in a great variety of ways. We also have children in this rich province who are starving for attention, receiving inadequate diets, living in filthy, crowded rooms, lacking privacy, and destined to be losers in our society from a very early age. Attacks on this problem are taking place in a handful of 'inner-city' schools serving socio-economically disadvantaged neighborhoods. In such schools, one can see poorly-clad youngsters talking and moving about easily in colorful classrooms, stimulated and taught with the most technical and sensitive skills by dedicated and patient teachers who are guided and supported by crusading principals.

The spectrum of child experience in Ontario is wide indeed. Too often educators seem to assume that all children come from a middle-class, Anglo-Saxon background and that the English language as spoken by the

teachers is familiar and meaningful to every child who enters a school. In point of fact, we also have Ontario children newly arrived from Hong Kong, from the Azores, and from many other corners of the earth, all speaking their mother tongue at home, and acquiring the predominant language of this province through a variety of difficult and sometimes painful experiences.

In addition to this, we have almost 100,000 children of French parentage, attending French-language schools, who are suddenly forced to make their way at English-language secondary schools, without adequate preparation to cope with the dramatic change encountered.

Many of our communities boast of attractive modern schools, good teachers, and imaginative programs for the children. However, affluence alone does not guarantee that all children in 'advantaged' neighborhoods will grow in an atmosphere both emotionally and intellectually strengthening. The attempt to climb the steep and narrow academic road to university diplomas has left many a young person a 'failure' in the eyes of his family and himself. Despite the fact that in such areas a higher proportion of children go on to university, it does not always follow that their schools are free from dull and outdated practices in education.

Ontario's special and rare resource lies in the diversity of its people, a mosaic of 81 language groups from 160 countries. Education, if it is to be rich and meaningful, should respect and make use of this diversity, and weave within its grand design those inspirations and procedures which will create a tapestry bright with a vibrance and potential hitherto unknown.



Rooms in the mansion

Childhood and adolescence are not anterooms and vestibules through which human beings must pass before they enter the great hall of adulthood. Rather, they are significant rooms in the mansion of life. Yet the discovery of childhood as a distinct phase of life is a recent event. Until the end of the Middle Ages the child, almost as soon as he was weaned, was regarded as a small adult who mingled, competed, worked, and played with mature adults.

We have travelled a long way from the Middle Ages. However, many remnants of the past show up in adults who evaluate children's behavior by adult standards, or refer to undesirable aspects of behavior as 'childish.'

The definition of 'childhood' in Ontario is dependent upon the circumstances of law and life. A child is eligible for Family Allowance until age 18, if he attends school. By law, a child must remain at school until he is 16. However, he may be exempted in order to work, and thus given young adult status overnight. He is too young to vote or drink before he is 21 years of age, but he can be brought into Adult Court when he is 14. He can drive a car when he is 16 and get married without consent or go to war at 18. To further confuse the issue, girls can become capable of bearing children as early as age 11. Boys reach puberty one or two years later, lose their high-pitched voices and smooth skin, grow awkward for a time, and undergo the developmental growth which stamps them as men responsive to all the emotional stimulation of adulthood.

The clear-cut 'coming-of-age' rites of primitive societies are completely lacking in Ontario culture, so that the end of childhood is not easily discerned by the parents or by the child himself. Our modern society has placed increasing stress on the need for longer educational experience, and in this way has left numbers of young adults unproductive and financially dependent on their parents for many years. Further, such relationships have often kept the adolescent in an early child-parent relationship despite the fact that the threshold of adulthood has already been crossed.

We have children who are over-indulged and over-protected in such a way that their development is impeded. Strange things are often done in the name of parental love. Some parents, disturbed within themselves, reflect their anxiety and lack of security in an



unsteady, vacillating relationship with their children. Other parents, caught up in the treadmill demands of their jobs and social activities, too often salve their guilt feelings with impulsive payments of money, flashy toys, and superficial acts of 'palship,' rather than with gifts of love and understanding. In contrast, many parents carry the full responsibility of rearing and educating children successfully under very adverse conditions, and often these unsung heroes and heroines go unrecognized.

There is much to learn about our young people. Our headlines scream of discontent, of depressions leading to suicide, of the excitement induced by marijuana and LSD 'trips.' We must learn to understand what our children are seeking and missing, for we cannot afford to contribute by default an unhappy, alienated mass of sick citizens. No child is expendable, and even though most young people successfully achieve adulthood, special thought and attention must be given to those who fall by the wayside. Included among them are some of our most creative, imaginative, bright, and sensitive human beings.

In Russia, when a man was asked the question, "Do you have a privileged group here?", he quickly answered, "Yes—the children." We, in our society, owe to our children an equally privileged status. We owe all that we can give of our minds and our hearts, so that our children may be capable of coping with the increasing complexities that are companions to our way of life. Sir Geoffrey Vickers summed it up at the 1960 Canadian Conference on Children: "We owe it to the children, to provide them . . . with the conditions which will most favour their development into fully human beings, excelling in the powers of coherent action, logical thought, and sensitive appreciation of all the values which human beings can learn to divine—this last being the most important dimension of their humanity. Our most notable lack today would seem to be not men of action with their hands on instruments of power; nor calculating geniuses, supported by giant computers; but men of sensibility, gifted to appreciate and value human life."

The early years of childhood

Every day and every stage of child development is important. The middle stages and adolescence are not forgotten years. However, in view of the most recent findings based upon research and clinical studies, special emphasis must be placed upon the early years. It is at this stage, when the child is most receptive, that the set and patterns for learning are established. It is at this stage that the foundations for positive mental, emotional, and social health are built. The later stages are built directly upon this foundation. If the initial platform is weak, it becomes increasingly difficult to build with strength and confidence upon it. Thus the home is a base of exceeding importance, and it is for this reason that extra emphasis is given here to the early period of child growth.

Although children follow a sequential pattern of growth, they do so with overtones of unique tempo and style. Long before Johnny and Mary come to school, their approach to the world and the adventure of learning has become established. No child walks at birth, like a colt, and children cannot grow, learn, or develop without the influence of those who take care of them. From birth a baby is dependent on those around him for food, shelter, warmth, love, a smile, an approving hug. When Johnny cries he needs someone to mother him, to give him his food tenderly and gently, to hold him closely; he needs someone within crying distance to respond to his plea for attention and recognition. It is by these means, through the manner in which the young child's needs are answered, ignored, or developed, that the human being unfolds, and his own unique temperament becomes a reality. Infants can display signs of pleasure, searching, seeking, and experimentation, or they can display mask-like, withdrawn, and haunting

faces. The seeds of maturity are planted early; increasing evidence indicates that both sound cognitive thinking and emotional development may be traced to early infant experience.

Good food, toys, a warm bed, and companionship may not always be enough. Dr. Bruno Bettelheim, of the University of Chicago, feels strongly that if a normal child is to develop initiative, and have it take root, he must be given a chance to test out for himself that taking action really gets him what he wants. For this, there is a critical age. If an infant's cry or smile brings no results, he is discouraged from trying to refine his efforts at communicating his needs. Every adult who has told a joke that falls flat like a lead balloon must have some idea of what this means.

In his book *The Empty Fortress*, Bettelheim makes the point that, given enough time with those children who have been deprived of special experience with adults, emotional damage can be remedied; however, he goes so far as to suggest that it is not always possible to reverse the intellectual process if early harm has been done. For positive cognition to develop, he feels, as Piaget before him, that it is most important that the right things happen at the right time during the child's early preschool years.

Early school years

After infancy, a child's most rapid growth in many stable characteristics occurs in the early years. B.S. Bloom's study on *Stability and Change in Human Characteristics* points out that 17 per cent of the growth in school achievement will occur between the ages of 4 and 6, with another 17 per cent taking place between 6 and 9. Thus, the most rapid period of growth in school achievement would appear to occur during the age span encompassed by nursery school, kindergarten, and the primary years.

It is during this period of growth that the environment in its broadest sense, including people, customs, values, physical surroundings, family attitudes toward learning, books, and so on, has its greatest effect. A recent study carried out by Dr. Walter H. Worth for the Alberta School Trustees' Association, demonstrates that children with scholastic difficulties in the early years of schooling tend to reach a plateau and that we may be reasonably pessimistic in expecting major changes at a later date.

In this developing country where our rich natural resources await imaginative technicians, scientists, planners, artists, and poets, we are probably suffering not only from the recognized 'brain-drain' but from an even greater and more serious 'brain waste.'

When young children are allowed to grow up unstimulated, ignored, and speech-impooverished in culturally-deprived environments, a grave injustice is done to them. Such children are penalized for the present and future, both scholastically and vocationally, before they even enter the gates of a school yard.



The years of adolescence

Of all the ages of man, adolescence is one of the most critical. During this period, the child begins to explore himself seriously. He searches to find out what kind of person he is, how to relate to other people, and what to believe in. Patterns of behavior take solidities. Decisions have to be made about his education, his future life's work, about sex, courtship and later about marriage. Adolescents push out to discover everywhere. They ask themselves searching questions, such as "Who am I?", and "Why am I here?" Because of the complex impersonal, and changing environment in which most of them function, it is little wonder that many young people lose their way.

The most visible and alarming symptom of youth in difficulty is the school drop-out. It is now generally recognized that most, although not all, drop-outs are alienated youth. It is necessary to pause and consider the plight of the drop-out because of its seriousness and its relevancy to our schools. As reported by the Social Planning Council of Metropolitan Toronto in a report entitled *Consultation with Alienated and Delinquent Youth*, "A typical study shows that most of our juvenile delinquents quit school at 16, most of them after an ignominious school career marked by conflicts, problems, and failures." The price of dropping out in our society is high. The drop-out pays in limited job opportunities, lower earnings, and lack of job security, often for life.

A profile of a drop-out, based on numerous studies, reads like this: In the early grades, he seems to be having difficulty mastering reading, which magnifies all his academic difficulties as time goes on; he fails one or more grades, in spite of the fact that it is probable that his IQ is in the normal range or higher; communication with his teacher is poor; relations with classmates may be strained and tense; he does not participate in extra-curricular activities, and consequently strong ties with the school are missing; he resents school authority, and may express his resentment in open hostility; his atten-



dance record leaves much to be desired; he reads less hears less, and sees less than he is capable of

Many of our schools have 'dumped' these young people; re-entry is almost impossible, and an army of unskilled human beings is forming on many an urban and rural corner. Some call them 'alienated youth'. Whatever the label, we must study in depth the reasons for young people leaving school before they are fully trained or educated. We must ask ourselves, "Who failed? The young people?" Or dare we ask, "Where did we fail them?" The adolescents of today range all the way from the confused withdrawal-from-life types to summer volunteers, dedicated young men and women giving of themselves selflessly to help others. Many young men and women protest against something in society which constricts them, and each of them in his own heart, wants to be a man or woman. Being treated as a child in a classroom is interpreted as an insult to one's personal dignity. For many, this breeds loneliness and despair, and leads in the search for commitment, to a rebellion that seemingly has no cause.

We must listen to the young people and give them a chance to speak out. To protest is human, and no society is strong which does not acknowledge the protesting man. It is the exploitation of protest which is dangerous. Therefore, we must relate the learning experiences in our schools to the real needs of young people. History has demonstrated too clearly that the lonely ones can lose their weakness when joined together and that they have the potential to find courage and be strong in brutal acts and in mob action.

Work and leisure

Today's child is facing a new world of work and leisure. Today's technology is rapidly invading the entire field, and many jobs are being redefined, or discarded as obsolete. Job descriptions unknown twenty years ago, appear in advertisements every day. Automation dictates an orchestration of new job requirements and a flexibility heretofore unrealized; added to this, leisure time is growing in importance. The question of whether we live to work, or work to live, becomes increasingly relevant, for the line of demarcation between vocation and recreation becomes more difficult to trace. We are also beginning to recognize that preparing oneself to cope with leisure time is as important as preparing oneself to cope with a job. The reward and worth of an activity becomes more important than worrying about the supposed sin of idleness or the risk of unemployment. Money is not the only criterion of honest work. Not all forms of work are



glorified—in fact some jobs, be they physical, intellectual, or creative, separately or together, may be painfully unattractive, physically uncomfortable, and far from aesthetic. However, our respect and appreciation should go out to every person who performs a job well no matter how menial or dull. It is the men and women who carry out these jobs who make it possible for our super-mechanical world to articulate smoothly, harmoniously, and humanely. Somehow a way must be found to narrow the distances between people in society, and to find at each step some unit of respect, some recognition of place for each individual. In Bronowski's words, "Society is not a pyramid, but a body, and the cells must be neighborly."

Let us keep pace with our civilization, with its recognition of skill at many levels and through many forms of expression—from plumbing to cooking; from operating a switchboard to driving a truck; from playing hockey to folk singing. By recognizing the dignity of work at all levels, and respecting all people who carry out this work, be it physical or intellectual, by realizing the necessity of diversified occupations, we must build a genuine acceptance and appreciation of the various training centres at the secondary and post-secondary levels which complement the education and training offered at the traditional universities. Moreover, respect for every child, and the adult he is to become—respect for his mind, his feelings, his idiosyncrasies, his special interests, his right to be himself—is an essential component in helping a child see himself as master rather than slave of the electronic colossus. Appreciation of the human being's potential for compassion and creativeness, and his right to freedom from exploitation, presents a tremendous challenge for us all.

A sensitivity to life

In the future, knowledge will not be enough. Merely developing cool, objective young men and women with fingertip control of information, will not necessarily produce educated people. The heart must be involved as well as the head.

Blinded Gloucester in Shakespeare's *King Lear* says, "I see it feelingly," and it is this experience that children need if they are to relate in depth to the world of learning. Grass takes on a new dimension for a barefoot boy, and as he seeks a way to give expression to his feelings he knocks on the door of life itself.

To find and appreciate beauty in the ordinary and the extraordinary is the right of every child, for aesthetic experience is a basic need of all men in their universal struggle to add meaning to life.

We owe to children the freedom to explore the full range of their senses; to appreciate subtle differences; to be aware of beauty wherever it is to be found; to see, to touch, to smell, to hear, to taste, so that each in his own way will strive to find and express the meaning of man and human destiny. Perhaps, through aesthetic experience, he will find the virtue of harmony, of silence, of solitude, of quiet contemplation—the oasis in a world that makes man weary of noisy progress.

Wise is the teacher who "walks in beauty like the night," for he knows that intellect compounded with feeling moves toward the highest form of learning. Such a teacher communicates his sensitivity and enthusiasm to those around him, and thus provides the experience through which the soul of man is nurtured and cherished.

Wisdom with a smile

Our children need to acquire perspective with a sense of humor and humility. Laughter is the safety valve of most human beings. Because we are capable of laughter, we see ourselves in perspective to others and to unattainable ideals, and we appreciate the variety of routes by which we seek our goals and develop compassion for others. By learning to laugh at ourselves, to laugh at our failings and our idiosyncrasies, we learn to understand frailties and shortcomings in others. All of us fail in some way, and it is through an appreciation and respect for differences in aspiration and achievement that we



make it possible for persons of divergent abilities, interests, tempos, and drives to live harmoniously together.

The ability to share amusing experiences and to communicate non-verbalized signs of understanding is an important tool to acquire. The sparkle in the eye, the wink, the giggle, the deep-throated laugh, are tools of the entire human family. Such spontaneous gestures of understanding can do more to break down barriers than long dissertations on friendship and love.

Those who stand back from life as spectators, exposing themselves to a series of contrived, unrelated happenings, waiting for great moments and sensational thrills to come their way, may discover that life is a hol-

low experience, joyless and disappointing. The gift of life with all its bounties and painful crises demands personal commitment and involvement, and those who seek truth and wisdom with a smile will find that its rewards are felt not only by the traveller but all mankind.

As Bruce West, the columnist of the *Toronto Globe and Mail*, so aptly put it, "It may not be long before everyone is a specialist of some sort, with each person speaking what is actually a different language, and each with his eyes focussed on his own technical field of endeavor as being the only one that really matters. Who will then be left to listen to the little voices of the soul, which warm the heart and inspire the mind, but can never really be equated with cold logic?"

More than organization and technical skill, we need sensitive human beings. We owe to our children the vision of a world better than that of today, where many of our present-day problems could be overcome. They must be exposed to inspiration in every form—from the contents of galleries and museums to the performances in theatres and concert halls. They should be in contact with living 'heroes' in all walks of life. They should be inspired by stories of the Vaniers, Banting, Best, Penfield, and Osler, to name a few of our Canadian heroes, along with all the men and women of the world today and yesterday who helped men walk with greater dignity.

Education should inspire in children a love of man everywhere. As pointed out earlier, pride in Canada does not have to be a limiting nationalism. Appreciation of the English, the French, of all the people who make up this land, inspires loyalty and dedication. Understanding is indivisible, and should serve to break down the barriers of ignorance and blind intolerance. Such barriers are also broken by communication with the immediate world, the world of people, and the universe of old and new ideas. Young people must be helped to break through the barriers of scientific and pseudo-scientific jargon, multimedia 'fall-out,' and

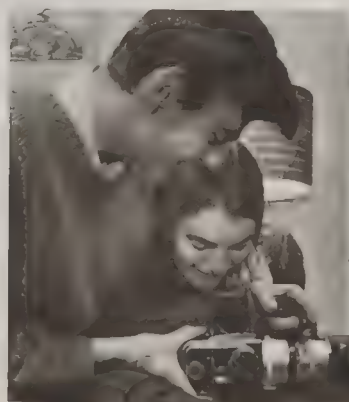
commercial slogans. Our goal should be to make all persons consciously aware of the world around them, and of all those things happening to them

The late J. Robert Oppenheimer, a man of rare scientific background and commitment, stated shortly before his death that "In the great succession of deep discoveries, we have become removed from one another in tradition, and in a certain measure, even in language. Our specialized traditions flourish; our private beauties thrive; but in those high understandings where man derives strength and insight into public excellence, we have been impoverished. We hunger for nobility, the rare words and acts that harmonize simplicity and truth; simple words like survival, liberty and fraternity can reflect a person's total education." Educators should arouse the hunger for truth and wisdom, accompanied by a courageous 'divine discontent.' With all our fragmented accomplishments, much lies silently waiting for those who dare to seek coherent doctrines which will define a better world for all mankind.

The needs of the child are simply stated. Each and every one has the right to learn, to play, to laugh, to dream, to love, to dissent, to reach upward, and to be himself. Our children need to be treated as human beings—exquisite, complex, and elegant in their diversity. They must be made to feel that the world is waiting for their sunrise, and that their education heralds the rebirth of an 'Age of Wonder.' Then, surely, the children of tomorrow will be more flexible, more adventurous, more daring and courageous than we are, and better equipped to search for truth, each in his own way. Each will have learned, with Don Quixote, in *Man of La Mancha*:

To dream the impossible dream,
To fight the unbeatable foe,
To bend with unbearable sorrow.
To run where the brave dare not go.
To right the unrightable wrong,
To love the unchaste from afar,
To try when one's arms are too weary,
To reach the unreachable star.





THE LEARNING EXPERIENCE

At the present time, psychological, biological, and educational knowledge is giving us increasing glimpses into a child's mind. Daily we learn how complex each child is, and how far we are from understanding his secrets. The lesson of this immense complexity is that blanket statements, old judgments, and off-hand treatments of the learning process are not satisfactory and should be viewed with caution. No one factor, no one method, no one endearing human characteristic, can be seized as a magic wand which will transform children into life-long learners and adventurers. Nevertheless, one condition becomes increasingly apparent in the learning process, and that is the shift in emphasis from content to experience

Some general characteristics of learning

Learning involves many processes—from learning to recognize an aardvark to an understanding of the philosophy of Zen; from learning how to blow one's nose to learning the precise co-ordination of eye surgery; learning to drive a car to respecting the consequences of mindless driving; from learning to bake a cake, read a map, tie a shoelace, to learning to appreciate a work of art, and to being a good parent.

Learning by its very nature is a personal matter. There is virtually a metabolism of learning which is as unique to the individual as the metabolism of digestion. Parents and teachers may create conditions for learning, and may provide stimulating experiences with learning in mind, but the actual learning experience is intimate and subjective, for each human being reaches out to the world in his own idiosyncratic way.

Learning limits are not rigidly established at birth. Most learning specialists think of the intellect as having a potential from birth, which can be nurtured or starved depending upon the living-learning experiences into which a child is born and develops. This faith in the potency of environmental influences is the basic fact that justifies and gives meaningful purpose to education.

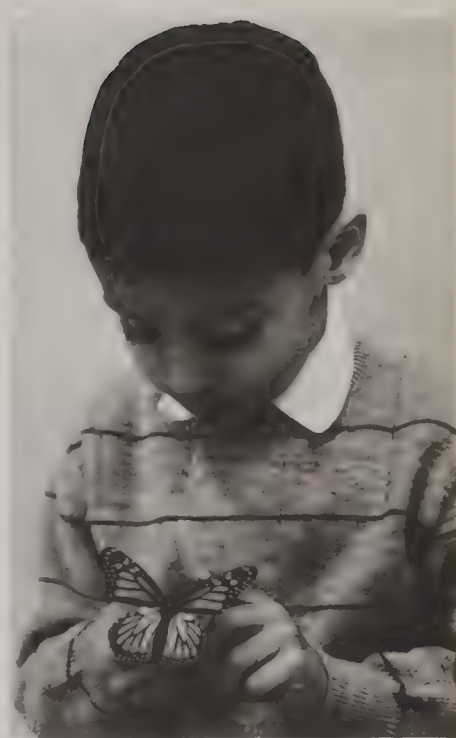
Learning is continuous throughout the life of an individual, although the flow may proceed in spurts and plateaus of varying durations. Stimulation, motivation, and persistent efforts to overcome obstacles in reaching goals will all affect the nature of those things which will be learned by an individual.

Learning can take place in a crude tree hut, on a raft, while walking through a puddle, strolling through an art gallery, or watching television. It begins with childhood, but does not end there. However, the accumulation of years does not of necessity ensure the acquisition of wisdom or continuous learning, if the joy of the experience was not acquired when young. In this age, adding years to one's life has become simpler than knowing how to add life to one's years.

Learning is not always visible to an observer. Solid programming for every moment of time may not of necessity create a positive learning experience. For the mind, unlike a machine, may make its leaps in moments of serenity and solitude.

Learning does not follow a set daily timetable. Any time of day or night, any day of the week, or any season may herald a new idea.

The road to learning takes personal effort, and no human being can jump the hurdles for another.



Learning and early childhood

There is increasing evidence that the infant years are exceedingly important for establishing the foundation for future emotional, social, and intellectual growth. Bowlby, in his monumental *Infant Care and Maternal Deprivation*, and René Spitz's work on grief in infants, followed by more than two decades of additional research, have demonstrated the intimate relationship between the growing infant and those who provide the world of early learning experience for him.

From the beginning, the range and variety of learning opportunities, the recognition of the child reaching for a new experience, the subtle balance between the emotional support for exploration and the tempered protections designed to lessen frustration and learning disasters, are all important components of the adult's role in the learning experience of a child. It is in the early years that so much of the foundation for the widening world of knowledge is built for a child. In contrast, it is in the early years that protective shells can also be gradually created around the mind of a child so that learning, exploring, and discovering become too painful to attempt.

Piaget's work in Geneva has added great strength to the theory that the intellect develops in stages, and in a definite, invariable sequence in all children. Within each of four major stages, Piaget has identified several sub-stages which also occur in fixed order. These are:

- The acquisition of perceptual invariants (up to about two years of age).
- Pre-operational intuitive thinking (about two to seven years of age).
- Concrete operational thinking (about seven to eleven years of age).
- Formal propositional thinking (about eleven years onward).

The implications of Piaget's theory, and those of other investigators who have been influenced by him, are stated by E. Burgess in *Values in Early Childhood Education*, a recent publication of the National Education Association of the USA, as follows:

"1. The importance of sensorimotor experience is underlined

"2. Language, especially that which relates to labelling, categorizing, and expressing, is intimately tied to developing greater facility in thinking

"3. New experiences are more readily assimilated when built on the familiar

"4. Repeated exposure to a thing or an idea in different contexts contributes to the clarity and flexibility of a growing concept of the thing or idea

"5. Accelerated learning of abstract concepts without sufficient related direct experience, may result in symbols without meaning."

Talking with children, playing games with children, providing stimulating and diversified learning experiences in the home—all of these are important platforms for learning. Teaching children simple numbers, counting, helping them become aware of time, naming parts of the body, concepts of color and direction; these are some of the countless words and games that most middle-class parents take for granted and teach almost unconsciously. Feeling objects, finding words for experiences, talking about events and things out of sight, or from yesterday, anticipating the future, are the subtle ways in which a child in a loving-caring atmosphere acquires the foundation upon which a school can build.



The more a child becomes aware of the world around him, the more he seeks to learn. The enquiring young mind, sparked by the desire to seek answers, is well set on the pathway to truth and knowledge. In contrast, children who are brought up in a home background where the forms of speech are restricted, are at a considerable disadvantage when they go to school. The average child's active vocabulary increases at a dramatic rate between two and five years of age, reaching an average of over two thousand words. It has been estimated that a child needs to understand about three thousand words to begin reading. By four or five years of age, children should be articulating sounds about 90 per cent correctly. Most children can make sentences by the time they go to school and are able to understand

simple instructions given by unfamiliar people. Unfortunately, there will be a proportion who, because of difficulties in development or unfavorable backgrounds, are likely to lack fluency or have difficulty making themselves understood. The psychological trauma caused by placing a child without adequate powers of communication in a strange social situation can be serious and very painful to the child involved.

Psychologists have learned that the greater the variety of situations to which a child must accommodate his behavior, the more differentiated and mobile he becomes. Lack of variety and quality of stimulation rather than quantity can spell deprivation for any child. In disadvan-

tagged areas, the segments of the spectrum of stimulation potentially available are often poor. In deprived conditions adults may speak to children, and the children may play on the street with old tin cans and tires, but the limitation of the quality, variety, and sequential presentation of ideas impoverishes the child's vocabulary and comprehension from a very early age.

Many deprived children show a retardation in speech development, a paucity of words, impoverished play and game knowledge, poor motor behavior, a 'devil may care' attitude toward discipline, and a negative image of themselves when they come to school. Often they have had little acquaintance with books, tend to reverse letters, and are pegged as failures early in their school experience. Children lacking language and



symbol experience do not participate in learning situations, lack interest, are apathetic, and are hampered in the development of their cognitive process.

Many of the stimulating experiences for such children have failed to take place at the strategic critical points in their development, and although some of these sequences may be irreversible in their entirety, a thorough understanding of child development from infancy may point the way to reversing a sequence under artificially controlled conditions, so that the earlier stage of development may be simulated, and more complex cognitive patterns linked to it. Such is the basis of much remedial work.

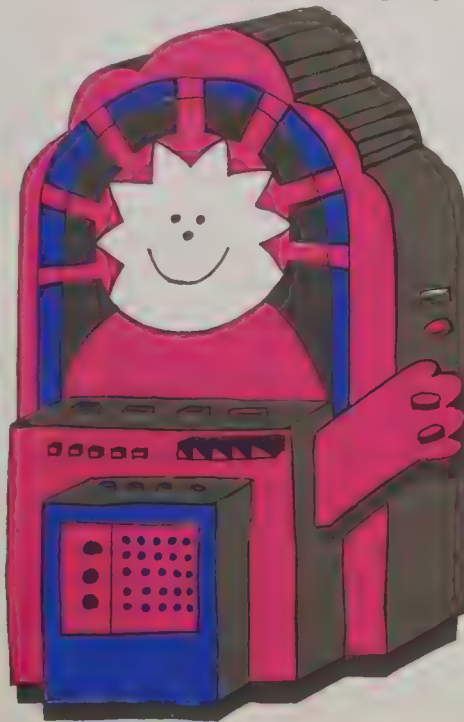
What happens to a young child is of primary importance, because learning does not begin in school. Learning and the approach to the world of learning begin in the crib. Special efforts to prepare 'disadvantaged' children for learning in school should begin before the child enters the primary grades. It is in the early years that the child is receptive, his self-image is emerging, and his attitude toward learning not too deeply embedded in his total set or approach to the world.

We are only in the pioneering stages of understanding the learning process itself. Although we have increasing evidence that the child who is deprived of the stimulation of pictures, books, and spoken words is deeply affected, we know much less about what happens to a child who is exposed to stimuli which are perceptually, intellectually, or emotionally inappropriate to his age, his state of development or his individuality. We are still unable to detect the first flicker of emotional or intellectual awareness, the first readiness to embrace new sets of concepts or to enter into new relations. Until researchers can pinpoint such learning invitations, educators will have to make the intuitive judgments which many have made so successfully in the past.

Learning theory

Too often the gap between learning theories and classroom experience has been incredibly wide. Scientists have attempted to study the process of learning from several points of view, and this Committee in no way aspires to present a critique or all-embracing dissertation on the subject. For our purpose, it is helpful to recognize that the theoretical approaches to the learning process seem to fall primarily into two frames of reference:

- Those approaching learning as observers of behavior, in the traditional Behavioristic, Stimulus-Response, or modified Pavlovian conditioning tradition; and
- Those approaching learning from the learner's point of view, giving emphasis to the holistic, Gestalt, perceptual activity of the mind, and particularly recognizing



that the total response of the child to a barrage of stimuli is more than the mathematical reactive sum of its parts.

For practical purposes, the findings of the two seemingly conflicting points of view may be beneficial to children in schools, as long as the educators are consciously aware of the hypothesis or frame of reference used before drawing conclusions. Each school of thought has its own language, advantages, and limitations in different learning situations.

Our present emphasis is toward a theory of dynamic learning. However, we do recognize that the conditioning theory, when understood with its total implications, is helpful in providing techniques where rote memory experience is required as a base for further learning: the pianist, the dancer, the actor, the chemist, the future surgeon, cannot become a master of his skill until he learns the techniques of practice. He must develop habits of concentration, repetitive effort, and persistence. He must learn to appreciate the characteristics of the learning curve of performance: the initial rise or spurt of success, the slowing down, the ups and downs, the plateaus, and the need for frequent repetition for retention.

No one learns how to figure-skate as a spectator. However, a good instructor can provide short cuts based upon experience to those things worth memorizing or practising. Facts, formulae, definitions, songs, poems, medical terms, names, vocabulary, and so on are all conducive to such memory skill and practice. Our quarrel is not with the fact that some things should be committed to memory, but that too often in the past such practices were meaningless and out of context, and were considered as the foundation of education. Data to be memorized or skills to be acquired should be evaluated in a total context in relationship to the needs of a child and the task at hand.

It is presently possible and already demonstrable that children can be totally immersed in learning situations where a variety of facts can be crammed or programmed into their heads in a short period of time. Such a procedure has been advocated by some experts for rapidly

“Your Child Can Read at 1.5 c.a.”

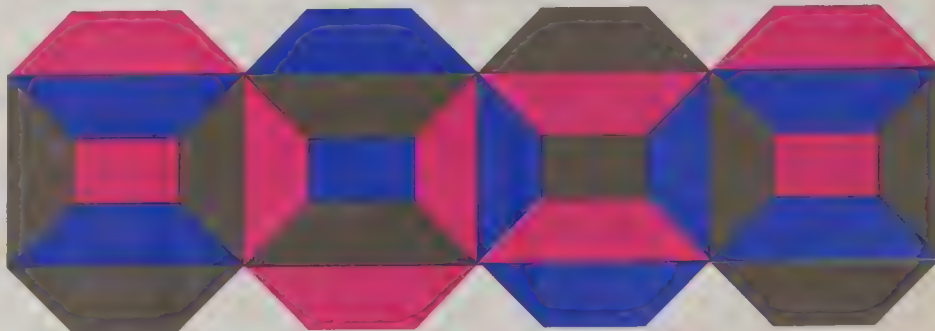
“At What Price to the Child?”

upgrading disadvantaged children. We must ask ourselves before rushing into such dramatic approaches, at what price to the child such methods are justified, and whether there are other methods more sensitive to a broader spectrum of a child's needs which could accomplish the same purpose

The mixed media approach, so well demonstrated at Expo 67 in the imaginative use of film techniques, raises many old and new questions for learning theorists. The simple Pavlovian Stimulus-Response formula is often found wanting as an explanatory frame of reference. In behavioristic tradition, one picture image, seen by itself, impresses one fact on the mind. But two or three picture images seen simultaneously, and often with continuously changing juxtaposition, conjure up a complexity of ideas and relations in which the whole is clearly more than the sum of the parts. Much more of learning is subliminal than we ever guessed, and such multiple images seem to stimulate ideas in the mind. Later, these ideas can be recognized and retained in varying ways, dependent upon the recipient. The real question of how to evaluate the residue of such experiences has not as yet been answered. It has been suggested that it is primarily a sensory emotional experience, and not intellectual, which brings about changes in attitude rather than changes in philosophies. Such guesses, though fascinating, are open to further study, experimentation, and analysis

We must remain vigilantly aware of this 'blitzing of the mind' approach. If not in schools, our children are certainly going to be exposed to this phenomenon elsewhere. Some theorists suggest that the approach is a softening-up operation, a rigidity breaker, which could become a significant and basic part of the learning experience if we become concerned with speeding up attitude changes

Father John M. Culklin, Director of the Center for Communications at Fordham University, believes that a mind blitzed is a mind burst open and alert for intellectual combat. Both he and Marshall McLuhan claim that apathy, not stupidity, has been the enemy of intellect in our time, which has led to the posture of detachment and non-involvement which modern education must overcome. If this is true, educators should certainly take heed of such findings



Learning and the school

In contrast to the free experiences of the child outside school, the classroom presents a very special experience in learning. At the present time, in most schools many rigidly controlled stipulations must be accepted by everyone who enters their portals. Basically, the school's learning experiences are imposed, involuntary, and structured. The pupil becomes a captive audience from the day of entry. His hours are regulated; his movements in the building and within the classroom are controlled; his right to speak out freely is curtailed. He is subject to countless restrictions about the days to attend, hours to fill, when to talk, where to sit, length of teaching periods, and countless other rules. Often the rules of the game can be just as mystifying to the child and his family as the English language to a newly-arrived immigrant.

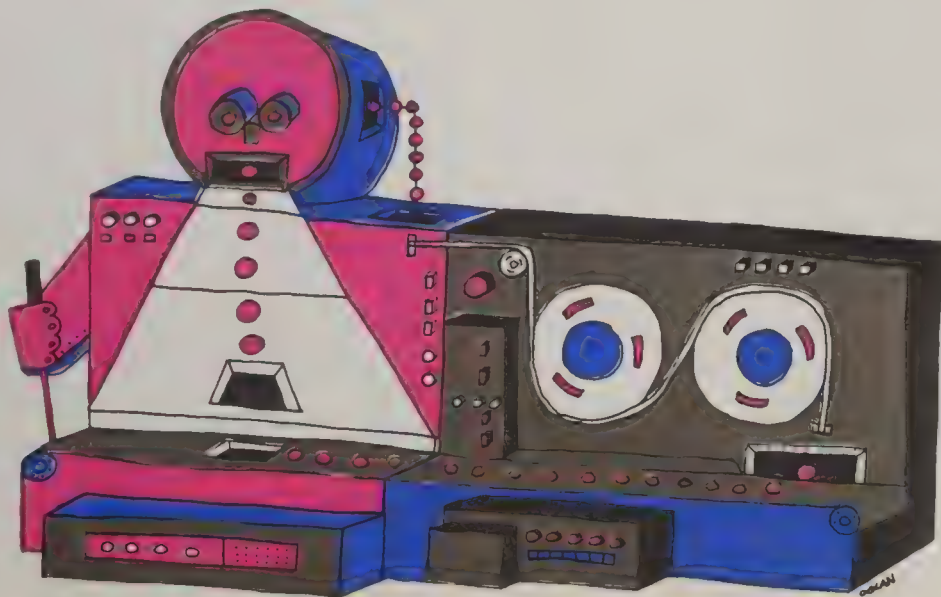
In a real sense, the basic school stage for learning is set long before any child makes his entrance. In some instances, curriculum content dates back more than fifty years, with fragmentary changes made from time to time in answer to the pressures of local boards, parents, principals, and teachers. Less frequently are the changes related to the needs of children. Too often in the past, we have ignored the children who have been inadequately fed, are heavy with fatigue, mentally stunted, socially alienated, emotionally warped, economically deprived, slightly deaf, or partly blind. Too often, when recognized too late, these children have been segregated with labels, splintered into special groups or classes, or dropped by the wayside. The child arriving on the school scene in too many instances has been treated not as a major actor, but as an intruding spectator at a command performance. In many situations the child has been expected to learn, memorize, mimic, regurgitate, and duplicate the pearls of wisdom to which he is exposed. He is expected to be stuffed or programmed like a computer at any hour of the school day, and to be filled with enthusiasm for every golden nugget cast in his direction. If the child fails to benefit

from the curriculum provided, the assumption often made is that the fault lies with him, and that he is a misfit.

On the other hand, many schools are finding their way out of the maze of regulations and traditions of the past and are entering a new era of child-centred education.

In England, the Plowden Report on *Children and their Primary Schools* gives main emphasis to the individual child as the core of the educational program. Good rapport and easy human relationships between the staff and the children are valued. An awareness of current thinking on children's educational needs is considered as a basic requisite for the desirable dynamic leadership, the quality, range, and depth of learning experiences provided, and the signs of growth and achievement in the children. In the schools which the Plowden Committee

considered among the best, learning went on all the time, in unusual places, and at unconventional times. Flexibility permeated the schools and there was little evidence of direct teaching. These were the criteria for appraising school excellence. On the negative side, the most deplored situations were those where the students appeared lazy, disinterested, indifferent, and apathetic. The teachers in such schools were out of touch with current thinking, were inept as teachers, and in many instances unkind to the children. Such schools carried the greatest number of discipline problems, in contrast to the best schools, some of which were located in deprived areas but which had few if any discipline problems. Experience has shown that children involved in exciting learning experiences do not have the time or inclination to get into trouble. It is the bored, disinterested, and uninvolved in learning whose minds and energies wander to the forbidden, the exciting, the challenging wherever they can find it.



Areas of emphasis for the learning experience

The structure of this Report reveals several major areas of emphasis related to education in Ontario. They include the characteristics of childhood, our cultural environment, the learning program, the learning environment, the teacher, and organization for education; and while these areas are discussed specifically in other sections of the Report, they deserve comment here as the principal agents in the learning experience.

The sequence of learning experiences is a special concern for teachers working to meet the learning needs of each child. Every effort must be made to fit the learning opportunity to the potential, tempo, and level of understanding of each child. Only in this way can learning be treated as a continuous stream, multi-dimensional and diffuse in purpose in the early school stages. Teachers must be cognizant of the general critical sequential growth paths of children, and attempt to fit the learning experiences to their needs. Children do not learn how to hop before they can crawl. The same is equally true when children are expected to comprehend abstractions before they have intuitively or functionally grasped the specifics underlying the abstractions. Mouthing undigested, uncomprehended words can be as disagreeable as the forced eating of a lumpy pudding. Neither approach leads the child to the art of dining or the enrichment of living.

At the present time there is evidence that an interesting factor is at work in our schools. Girls in the early years are far more successful in our present graded system than boys—in fact, one or two years ahead of boys of the same age. Recent studies by Mary Salter Ainsworth, at Johns Hopkins University, point out that not only do young girls mature earlier and differently from boys, but their very refinements such as finger dexterity and refined muscular control make it possible for them to achieve success in the traditional education system which values their talents in neatness, handwriting, paper-cutting, and so on, and penalizes boys for their natural, less refined, slower development. Helping each child develop at his own tempo and point of readiness should avoid such unnecessary failures or disadvantages for any reason, extrinsically or intrinsically

determined. It is for this reason that a broad spectrum of opportunities must be provided from which children, of both sexes, can make their choice.

As children grow older, interest areas usually become more specialized, increase in depth, and either fan out to other interests or are abandoned as unsuitable, uninteresting, or as finished with. It may sometimes be necessary to provide program aids for interests explored by different individuals or clusters of children at varying depths and intensities. There should be room both for the dilettante passing through and for the more involved participant.

In too many instances traditional thinking has labelled too many interest areas and subjects as 'strictly for adults,' 'for high school students only,' 'for girls,' 'for boys,' or 'taboo.' There is increasing evidence that many of these ghettos for learning exist behind high walls of ignorance. It is wise to let the child be one's guide in opening the doors to learning. Learning programs of the future will, without doubt, develop many young women, far more interested than were their mothers in mathematics and sciences and other interests erroneously stereotyped as masculine; many young men, also, will find pleasure in the broad range of

creative arts (including the culinary art) presently labelled as effeminate and unmasculine in our culture.

Each child's development in the full sense should be appreciated and given consideration in an ideal school learning situation. Such opportunities should make it possible for every child who enters the halls of formal learning to grow physically, intellectually, emotionally, and socially. The core of the learning situation does not lie in the dollars used to pay for hardware, the amount of shiny chromium in the rooms, or the acres of glass or concrete blocks used in the architecture; it lies within each child's mind and heart. If each child is learning, if each child's day leads to new learning challenges, if each child is eager to learn, has a sparkle in his eye, enthusiasm in his voice, talks comfortably with his teachers, chats over a problem with a young friend, behaves with poise and assurance when visitors arrive without showing off, and goes happily about his work, these are the signs that his school is a good place for learning. When schools exhibit a small selected honor roll of students, a price is paid by those who did not make it. Concern should always be felt for the non-team members, the unhonored, the absentees, and the corridor wanderers. A school should serve all its children comfortably and humanely in its on-going, child-centred programs and a learning experience should be found to meet the needs of each.



Children should be helped to cope with their everyday problems. Every life brings with it crises, shattered dreams, and frustrating moments—unexpected illness, death in a family, a missing parent, a sudden shift in job status, a move from one town to another, the unsettled conditions of political situations, all the large and small frustrations of life. Being sensitive to a child's stress situations, recognizing the individual differences of thresholds for stress within human beings is a very subtle business. It requires, not 'nosey-parkers' intruding on privacy, but sensitive teachers ready to give emotional support, an encouraging word, a touch of a hand, or a smile of understanding. This does not mean that teachers should attempt to be amateur psychiatrists or substitute parents. However, there is an important task for a teacher, as an understanding and empathic human being, to know when to try to decrease a child's

Children need to feel that they are accepted, and that their efforts are appreciated. Failure in our society too often takes on the form of a public stigma and unfortunately the 'loser' in the early years of school acquires an image of himself as a failure, which becomes deeply ingrained in his psyche. Children can be helped

to cope with the stress of real failure if their differences are understood, if they are loved despite their inabilities, and if they are given the courage to try again. Every child can be given a feeling of success at something if the choices are broad, the requirements feasible for him, and if all learning for each child is viewed positively and in terms of his individual development.

Physical discomforts in the form of deprivation or punishment do not make a positive contribution toward learning. Children who come to school hungry and tired because of poor home conditions are not highly motivated for learning. Such deprivations leave them exhausted, fatigued, prone to chronic illness and disease, and far from physically set for learning. Unfortunately, such children carry many other burdens on their shoulders, such as poor attendance records, and an inability to be alert.

To quote again from the address by Dean Scarfe noted above: "It does not do people good to be compelled to suffer hardship, deprivation or indignity. To have come up the hard way is not necessarily beneficial to the character or the soul. These old . . . fallacies die hard.

. . . There is no educational advantage in pain, failure, threats of punishment, or appeals to fear . . . Spartan austerity, and toughening up tactics are simply illogical relics of a barbaric age. The Christian ethic of forgiving one another, of turning the other cheek, of love, of kindness to little children is totally opposed to such brutality."

The use of physical punishment as a motivating factor in learning is highly questionable. External incentives such as marks and stars and other awards influence children's learning mainly by evoking or representing parents' or teachers' approval. Although children vary temperamentally in their response to rewards and punishments, positive incentives are generally more effective than punishment, and neither is as damaging as neglect. Unfortunately, the children who most need the incentive of good marks are least likely to get them, even when given for effort rather than achievement. In any case, one of the main educational tasks, particularly in the early years at school, should be to build upon an intrinsic interest in learning and lead children to learn for themselves rather than from fear of disapproval or desire for praise.

Professor Robert Rosenthal of Harvard University recently reported in the *New York Times* on a study which clearly indicated that the expectations of teachers in many instances affected the achievement level of children. In this study, the teachers were falsely told that a test would select those children who were expected to spurt ahead academically. They were given the names of 20 per cent of the student body, randomly selected from all grades, and were told that every student listed would improve dramatically within a year. A year later, when all the children still in school were re-tested, the spurters showed an average gain of 12.22 points, compared with 8.42 for a control group representing the rest of the student body. But the dramatic gains came only in Grades 1 and 2—increases of 27.4 in Grade 1, and 16.5 in Grade 2 for spurters. The control group rose only 12 points in Grade 1 and seven in Grade 2. One cannot help but suspect that some children are victims of self-fulfilling prophecies made by teachers prejudiced by their stereotyped judgments of children.

We know that we do not make a dog happy by wagging his tail. To make a child learn or be ignited by an inspirational spark or become an integrated human being reaching out and upward is not done by the use of superficial gimmicks or gadgets. Leaps of the mind cannot be programmed, manipulated, or conditioned, by the most modern intensive immersion efforts. In almost a mysterious fashion, as expressed in Michelangelo's painting in the Sistine Chapel, the finger of God touches the finger of Adam at strange moments. How to inspire is not easily answered. Most of the frontiers of the mind are still unexplored; however, from empirical observation, from the history of the past, and from evidence of creative thinkers we know that the human atmosphere in which a child grows and learns, still symbolizes the greatest teaching aid since a Neanderthal father chipped a stone and showed his son how to do it.

The teacher, as a professional, should be aware of the instruments and means at his disposal to whet intellectual appetites. His personality, skills, and special experience may suit one method more readily than another. Furthermore, different methods may be required at different times with the same child in the same day; and similar methods may be found to be very effective with two children of contrasting abilities, backgrounds, and ages.

In too many schools, one sees teachers doing most of the talking. This has been the traditional method employed at schools and teachers' colleges. It was assumed that a special package of knowledge was presented at intervals by the teacher, ritualistically pumped into the children, drilled, and then tested to see whether the content had taken like a vaccination. The constant buzz of a teacher's voice to a tongue-tied captive audience was accepted as desirable practice. However, in the light of present-day experience, the lecture method, used alone to transmit the overwhelming amount of knowledge pouring out every day, is far too restricting.

Children need to play. Despite the belief held by many adults that learning must be painful and serious, it is the joy and pleasure of play which often sets the stage for learning. Play provides a psychological safety zone in which children can test their competence without fear of failure. It is out of play that children develop rules of a game and a sense of order. Work and play areas are so closely interwoven in learning situations that it is often impossible to separate one from the other, and teachers aware of the learning process should not feel guilty about the fun and noisy atmosphere that may be engendered. There is nothing sinful about laughter, and serious, silent rooms are not necessarily working chambers for teaching.

Children need to be free to ask questions about the world and about themselves. Establishing 'out of bounds' areas for questioning can only lead to misconception, superstition, distorted information, and ignorance. Children's earlier questions are for the simple purpose of learning facts and the names of things ("What is it?" "What's it for?"). Then come questions about their own bodies, followed swiftly by questions growing out of their observation of many different levels of explanation.



Not only do they ask "Where do babies come from?" but "Where did I come from?" Answers should be given at the time questions are asked, in relationship to the level of questioning, in their natural setting. Children's concepts grow slowly and unevenly. Sometimes they understand certain things far better than adults would expect, and sometimes less well. Questions are a child's way of organizing the world and sorting out what fits into what. If adults listened to the questions children ask, they could be provided with clues as to the points where they need straightening out and when they are ready to move on to higher levels of understanding.

Imagination is specifically a human gift. To imagine is the characteristic act, not of the poet's mind, or the painter's, or the scientist's, but of the mind of man. There is a striking and basic difference between man's ability to imagine something that he saw or experienced and an animal's failure to do so. Animals make up for the differences with an instinct or by learning which reproduces by rote a train of known responses. They do not depend, as human memory does, on calling to mind the recollection of absent things.

To imagine means to make images, to move them about inside one's being in new arrangements. Images may in the word sense be unrelated to sensory quality, and in this sense be called 'signs.' For human beings words which are abstract symbols rank among our most important images. Images play out for us events which are not present to our senses, and thereby guard the past and create the future.

When a child begins to play games with things that stand for other things, he enters the gateway to reason and imagination. For the human reason discovers new relations between things not by deduction, but by that unpredictable blend of speculation and insight that scientists call induction, which, like other forms of imagination, cannot be formalized.

The popular and industrially efficient piecework approach to data and problem-solving today presents many new challenges to our age, and to our children particularly. Armed with an appreciation and experience of applying scientific method, human beings should be able to differentiate between 'small' and 'big' problems to be solved. The ease with which computerized answers

can be drawn upon could easily cloud the complexity and elegance of the cognitive process which underlies the answers presented. Problem-solving steps in the process, rather than the end products, will have to be understood and respected, and with this emphasis in the learning experience, we can nurture children who will become captains of their own souls in a sphere of technological advances today and tomorrow. If the learning process itself is abandoned, or given small importance, the adults of tomorrow could become bored and enslaved by the encapsulated fragments of knowledge stored for lost reasons by former thinkers who did the original programming. We can either set our goals toward making use of the science of cybernetics to enhance an increasingly human age, or we can set the stage for human beings of diminishing significance overshadowed in a technological age.

The curriculum of the future must be child-oriented and must provide opportunities for choice within broadly defined limits. Teachers at every level, supported by qualified counsellors, will be required to guide each child along his own critically determined path, far more flexible than a computer guide, but

critical in the sense that the learning programs initiated and developed will best meet the needs of each child at the time best suited to his development. Teachers will have to rely upon both their general knowledge of child development and on detailed observation of individuals to match teaching to the demands of children's various stages of development. The signs of readiness will have to be discovered and learned for all aspects of learning, so that each child's progress will be observed, recognized, stimulated, and assisted in the next stage of learning.



At every stage of learning, children will need rich and varied materials and solutions, though the pace at which they should be introduced may vary according to the children. If children are limited in materials, they may tend to solve problems in isolation and fail to see their relevance to other solutions. If teachers or parents are inconsistent in their attitudes or contradict by behavior what they teach, it may become difficult for children to develop stable and mature concepts. Verbal explanation, and long orations from teachers and adults in advance of understanding based on experience, may become obstacles to learning, and children's mouthing of the right words may conceal from teachers their lack of understanding. Discussion with other children and with adults is one of the principal ways in which children check their concepts against those of others and build up an objective view of reality.



One of the most important responsibilities of teachers is to help children to see order and pattern in experience. Rigid division of the curriculum into subjects tends to interrupt children's trains of thought and of interest and to hinder them from realizing the common elements in problem-solving. These are among the many reasons why most learning experiences, particularly in the early school years, should cut across the traditional subject divisions.

Activity and experience, both physical and mental, are often the best means of gaining knowledge and acquiring facts, but these facts are best retained when they are used and understood. When children are learning new patterns of behavior or new concepts, they tend both to practise them spontaneously and to seek out relevant experiences. It takes much longer than teachers have previously realized for children to master through experience new concepts or new levels of complex concepts. Only when understanding has been achieved, does consolidation follow through further learning experiences.

It is these factors which curriculum designers must keep in mind. A child-centred emphasis heralds a demand for imaginative, resourceful, and qualified teachers to create a curriculum of learning experiences on the spot. Remote curriculum constructors should wither away as anachronisms, and qualified consultants on child development, methodology, program aids, field experiences, and special learning problems should take their place as supporters and stimulators of teachers in their daily work.

Learning opportunities and program aids should be integrated so that children will not have to flit from activity to activity in their anxiety to make use of materials not available at other times of the day. As children mature, they should be capable of planning when to do work assigned to them and also have time in which to follow personal or group interests of their own choice.

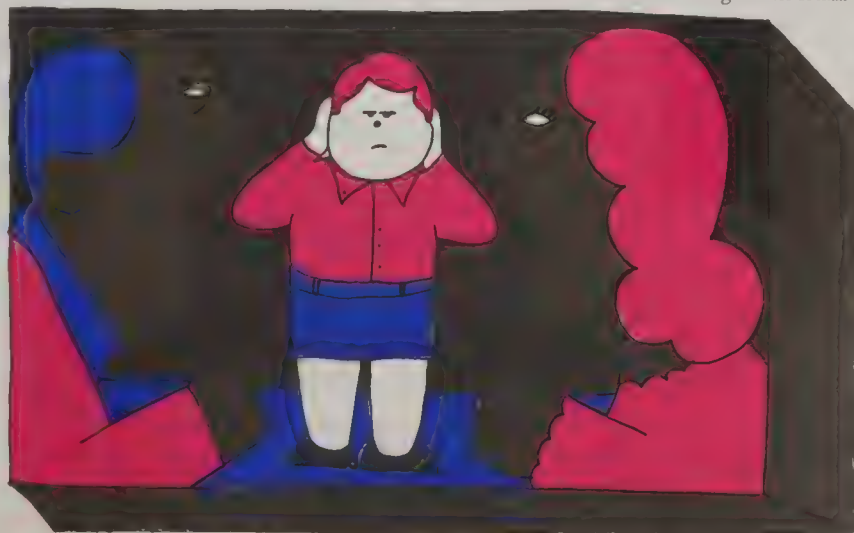
Any policy which predetermines the total structure of a curriculum and attempts to impose it upon all, should be condemned. Such an approach is in complete antithesis to a learning program which seeks to develop the potential of every child.

The great architects of our day have been joining with social scientists to draw attention to the impact of the living physical environment on our inner human environment, and much has been written about the loss of identity in our egg-crate glass apartments and office buildings. Much has been suggested about the effect of space, patches of blue sky, trees, flowers, asphalt pavements, ugliness, pollution, and the loneliness in crowded surroundings. In essence, they tell us we cannot ignore the physical environment of our schools if we are to be concerned with them as places in which children will want to learn.

The school environment sends messages to all children. The space that invites, the color that warms, the parkland that lures, the human accents of the planning of the school and its surroundings are intuitively grasped by every child. Children thrive when they can touch, breathe, see, hear, and feel beauty. Early sensory awareness can mark significant first steps in the never-ending joy of discovery and appreciation of the aesthetic. Works of visual art, sculpture gardens, fountains,

and trees should be part of the integral planning of every school, for the bricks and mortar of the schools are themselves the 'silent teachers.' Through the personal experience of beauty one of the most significant dimensions of humanity is added to a child. He who has known beauty as a growing child is never again complacent about the ugly and he becomes a lifelong devotee and advocate of the aesthetic wherever he finds it.

Schools should not be created as appendages to be attached to efficient administrative facilities. Schools should be built for human beings interested in learning. With this in mind, the flexibility and expansiveness of space for human use and comfort, closely linked with aesthetic, intellectual, and social opportunities, should be given priority. Schools are not factories, not even learning factories. Schools should provide the 'living room'-space and place for minds to grow in. The efficient administrative philosophy demonstrated in so many antiseptic, cold, uniform, box-like schools surrounded by asphalt play yards, will have to be given supplementary, ancillary status in future school planning; in their place more imaginative, flexible, beautiful learning centres should rise as testimonials to the greatness of man



The more qualified the teacher, the more ready he will be to make use of appropriate teaching aids at strategic moments. Modern technology makes it possible to bring into the classroom personalities and voices, scenes and places, the great and near great, and can enormously enrich the resources available to teachers and children. Intelligently selected and used, they cannot help but provide excellent supplementary materials.

Television, films, and radio are part of the everyday world of the children in Ontario. Children spend many hours watching television and film screens as a kind of rival system of education. Good teachers can take advantage of this, can build upon the children's viewing experiences, so that precision, associations, and meanings can be added to what is seen and heard on television.

Computerized, programmed learning is presently limited to learning tasks, such as teaching specific sets of information or skills that can be presented in sequence. Such skills must be capable of being systematically studied and described and then transmitted. The fact that a rigidity of structure exists, which seems to be inherent in programmed instruction, leads one to fear lest students feel that there is indeed only one approach and one right answer. What the student may find hard to learn is that some questions may have more than one answer—or no answer at all. Programmed instruction would appear to be antithetical to the 'discovery method,' as presently conceived and executed.

Nevertheless, the February 1967 White House Report on *Computers in Higher Education*, in a very convincing, clearly expressed document prepared by a panel of top-ranking computer experts, pointed out that computing should be recognized as a new resource in learning. At the higher levels of education "it enables the student or the scholar to deal with realistic problems rather than oversimplified models. By lessening the time spent in the drudgery of problem-solving and in the analysis of data, it frees time for thought and insight. Partly, it enables the student to do old things more easily, but more important, it enables him to do things he otherwise could not. Computing increases the quality and scope of education."

It may well be that our resistance to computer involvement is much the same as the resistance of some early scholars to Gutenberg's movable type. However, it is well to be aware of the pitfalls and hazards before plunging blindly into total acceptance of expensive hardware.

In the present massive explosion of knowledge with its continual fragmentation and stockpiling in computers, there may be a tendency for a student punching buttons at a school's computer to feel that the battle for truth has been won and that all the future has in store is at most to acquire the skill of asking questions already programmed for answers. Computers are man-made and man-programmed, and therefore not infallible. They are magnificent memory-storage bins capable of instant retrieval. They are magnificent accomplishments. Computers can carry out in a few minutes of calculations what would have taken a man centuries to perform, but even cybernetic experts working on heuristics admit that they lack the elegance of human minds; and for all their electronic feats they cannot emerge with new insights or new ideas. Computer experts still face major problems in creativity and pattern recognition in their programming. Only the human mind can make such leaps. Only the human mind can dream and think about the future. Only the human mind can outrace a computer in insights and new concepts and theories. Having grasped the essence of the use and limitations of the most complex computer, whether it guides an astronaut's capsule to a safe landing, diagnoses a medical case in Moscow from New York, or narrows human error in some biochemical therapies, we must recognize that all these advances should free the mind and the schools to truly think beyond present knowledge—to educate in the full sense.

The classroom has been accepted for many years as the only operational teaching unit in most of our schools. Children in most instances are granted entry to school on a chronological basis, arbitrarily crated into class units labelled kindergarten or Grade 1, with little



previous knowledge, examination, diagnostic information, or concern about the individuals concerned. The class is then assigned to a solitary teacher, who is isolated in a room and expected behind closed doors to teach, to keep the children quiet, and to manage an incredible range of situations. At periodic intervals examinations are set and report cards sent home to inform parents of their child's achievements in comparison to the other children in school, and failure is accepted as a catch-all category of all those who do not fit the requirements.

Shifting to each child's learning experience as the basic nucleus of teaching makes it possible to dissolve the psychological and physical walls around children

and the teacher himself. It makes it possible to remove the array of labels used to differentiate those children who are splintered off as misfits, failures, and successes. Children are not identified as class fragments, but rather as individuals, as whole people, to be respected, taught, lived with, and enjoyed.

A child who is learning cannot fail. The chastisement of pupils for not meeting set, rigid requirements, is almost a form of barbarism in our day. Failure can be demoralizing, particularly to small children. The disgrace of repeating a year, and the attendant upheaval of friendships, is painful. It has been found that children repeating the same classroom routine a second time rarely advance their knowledge more than two or three months in the ten months of exposure. John I. Goodlad and Robert H. Anderson in their book *The Non-Graded Elementary School*, pointed out that those repeating a year in school sometimes performed more poorly the second time around. Slow achievers, it had been found, accomplished more if they were promoted with their age group.

Too often in the past rigid bureaucratic walls have been built between the teacher, other teachers, the principal, and helpful school and community resources.

PROGRESS IN SCHOOL SUBJECTS

1. This report shows the pupil's grading in each subject as follows: the following key: A is high, B is above average, C is average, D is below average, and E is low. This grading is based on the daily work of the pupil and the results of tests and examinations.
2. The check mark (✓) shows beside the grading indicates that the pupil is doing his best, is improving, or has the letter.

KEY TO GRADING												
	Autumn Report November 15			Winter Report March 15			June Report June 29					
SUBJECTS	Graded	Improving	Best	Graded	Improving	Best	Graded	Improving	Best	Graded	Improving	Best
Reading	✓			✓			✓			✓		
Writing	✓			✓			✓			✓		
Spelling	✓			✓			✓			✓		
Composition	✓			✓			✓			✓		
Literature	✓			✓			✓			✓		
Physical Education	✓			✓			✓			✓		
Social Studies	✓			✓			✓			✓		
Arithmetic	✓			✓			✓			✓		
Natural Science	✓			✓			✓			✓		
Art	✓			✓			✓			✓		
Music	✓			✓			✓			✓		
French	✓			✓			✓			✓		
Medical Art	✓			✓			✓			✓		

PLACEMENT IN SEPTEMBER 19 1922 Ke. 1924 67-5-K 100

ATTENDANCE

	Sept.	Oct.	Nov.	Dec.	Jan.	Feb.	March	April	May	June
Days Absent	0	0	1	0	0	0	0	0	0	0
Times Late	1	4	0	0	0	1	1	0	0	0

Too often, because of the fear of personal failure, attention to problems of minor importance is delayed and outside help sought only when the situation assumes disaster proportions. The shifting of blame and responsibility to the next level of the hierarchy, always with the idea that to seek help is a sign of weakness and failure, may delay treatment to a point where problems may become irreversible and beyond remedy.

There is increasing evidence that children are often better taught in groups centred around interests, and as individuals, than in classes consisting of 30 or 40 pupils. Group teaching and individual learning programs break down the old formal class organization. But despite advocacy of clustering children around interests, supported by appropriate resource teachers, children, particularly young children, seem more relaxed and at ease when identified with at least one home teacher. Such a teacher should spend a greater proportion of her time with a particular child, supervising him, counselling him, talking and listening to him, so that she may be aware of the child's changing moods and responses.

Organizational structures too often become vested interests within themselves and long after the reason for creating them has been forgotten the hollow shell of their former existence lingers on. If we are to concern ourselves with a genuine commitment to children's learning in our schools, it may be necessary to discard much that is obsolete, to develop new organizational structures with built-in, short-term appraisal of their value. In helping a child learn, teachers and personnel should enjoy teaching, growing, and maturing along with the children. Schools should become more human and more flexible. The child rather than rules should be given primary consideration.

Isolated organizational gimmicks should not be embraced for the sake of novelty. Too often such words as 'ungrading' have been treated as magic formulae to solve all the problems of education. As pointed out previously, the total underlying philosophy of a child-centred emphasis in education must be appreciated before disparate, fragmented changes are implemented. 'Ungrading' could be quite disappointing if year-end examinations and competitive report cards were not abolished at the same time.

Education represents one of the largest industries in Canada, and this is particularly true in Ontario. In 1967, about 1,800,000 Ontario children attended over 5,700 schools, totalling more than 65,000 classrooms, taught by about 75,000 teachers (including roughly 10,000 persons performing administrative and supervisory jobs in education), in 400 million pupil-days. In the same year the primary-secondary school enrolment represented 26.1 per cent, or over one-quarter of our population, in contrast to 16.3 per cent, or less than one-sixth, in 1948.

In 1967, 1,600 school boards still reported directly to the Department of Education, which was a reduction from 5,600 in 1945. Classroom teachers' salaries ranged from less than \$3,000 to over \$14,000 per year.

In 1967, 9,000 new teachers began their careers in the teaching profession. Thirteen thousand teachers were enrolled in the department summer courses, and over 15,000 special certificates were granted.

One hundred and seventy thousand pupils attended school for the first time, and 500,000 transferred from one school to another. Thirty-seven thousand pupils moved from outside the province into Ontario schools; of these approximately 15,000 were school-age immigrants to Canada. Twenty-two thousand children attended auxiliary classes.

In cost, the operating budget was over a billion dollars; general legislative grants were \$443 million; cost of books over \$12 million per year; approximately two billion sheets of paper were used.

For such a colossal machine to be administered efficiently, humanely, and with flexibility is a mammoth task, particularly when one recognizes the rigidities which can develop in any bureaucratic system with a very long history of traditions, practices, Parkinsonian growth, and a network of protocol.

For children to be treated with ease in their learning situations, their teachers have to be treated as professionals in a flexible, decentralized atmosphere which breaks down centralized authority and shifts responsi-

bility and freedom to every principal and his staff as a co-ordinated team, to be respected and treated as worthy of teaching the children entrusted to their care.

In a hospital where good bedside care is considered of primary importance, the process begins with a board of directors and administrative staff which strives for excellence and qualified personnel. Once such goals are accepted, the staff are entrusted with confidence in their maturity and wisdom with the day-to-day implementation of the aims set, and given the freedom and authority to carry out their respective jobs.

Good desk-side care in a school deserves the same respect, freedom, and delegation of authority. Too often in the past highly qualified persons have been kept from classrooms due to the narrow interpretations of certification. The principle of accommodation, of looking at human beings as people with something to give and share with children, has been lost in a wilderness of rules and procedures. Too often in the bureaucratic jungle, teachers have been discouraged and have found it difficult to exhibit initiative, to use new ideas and fresh practices proven by research, or to develop independently. As stated earlier in the prologue to this Report, the atmosphere within the classroom must be positive and encouraging. Teachers must be free to be themselves, rather than be forced to resort to preconceived stereotyped patterns of behavior.

Administrators should work toward the same human relationships as we seek to engender between teacher and pupils. Administrators should be the leaders in the field of education: audacious, imaginative, flexible, and ahead of what occurs. Administration should seek to understand itself, its role, its purpose, its changing needs, and the new network of interwoven skills it will be called upon to use. Administrators should not become victims of their own sophistication or be bewildered or overawed by the technology of the age. Our vision of education for tomorrow cannot be guided by programmed leaders, but by human administrators, consultants, and specialists prepared for their jobs in a variety of ways. They must be men and women to whom the task of educating children at any level will rank in importance with all the great searches for truth, beauty, and wisdom since the history of man began.



1968 Estimates

1,900,000 Children

80,000 Teachers

**170,000 Children
Start School**

10,000 New Teachers

**37,000 Children Move
Into Ontario Schools**

**Total Operating Budget:
\$1.3 Billion**

**General Legislative Grants:
\$543 Million**



We must recognize the fact that between 1970 and 1980 many of our present young people will be called upon to shoulder a great proportion of the financial burden of being their brother's keeper. Broad, sweeping health, welfare, and educational programs have come into existence in Canada over the past fifty years. In that time they have grown tremendously and will require great understanding to be maintained and developed. Learning experiences for children should include field visits to government departments, community agencies, hospitals, homes for the aged, and develop awareness of community organization and its continuing problems. City children and teachers should learn first-hand about life in the rural areas, and rural children and teachers should have personal experiences of life in urban areas. In time, perhaps the field experiences can be extended to the rest of Canada and other countries.

Our children will be called upon to make important decisions in which personal commitment and involvement may be of vital importance. Knowledge in depth of the peoples and countries of the world, their way of life, their history, their social philosophies, their problems and attempted solutions should be encouraged and be well-travelled learning routes for discovery. In today's society, every child will have to become aware of his role in the family of man.

The late Dag Hammarskjöld of the United Nations, in his book, *Markings*, said, "The 'great' commitment all too easily obscures the 'little' one. But without the humility and warmth which you have to develop in your relations to the few with whom you are personally involved, you will never be able to do anything for the many." In a sense, high-sounding phrases such as commitment, involvement, and freedom take on personal meaning only when experienced in one's own backyard, in one's own school, or with one's own friends. Our children's learning experiences in school today should, for the sake of humanity's existence tomorrow, provide the fertile ground in which such seeds could be planted. Our children, by learning in an atmosphere where freedom of the spirit and respect for others are an integral part of their everyday lives, will know what it means to cherish and protect such privileges.

Up to Ryerson's time, school was looked upon as a place of awe—a place for the selected few. The man who could read, write, and do arithmetic was an educated man—far beyond the man or woman who was limited to signing an 'x' for his or her name. Today illiteracy in Ontario is virtually conquered, so that schools competing with the 24-hour rival learning academies of mass media find their image somewhat tarnished and too often lacking excitement, timeliness, and relevancy.

The school will be called upon to provide learning experiences which are vital, and different from those of yesterday. The challenge to it is even greater than the threat of illiteracy of former days. Today's challenge is to teach our children to be humanely literate, so that they may, with clarity and a sense of commitment, read, understand, and communicate the new words, signs, symbols, values, and knowledge bombarding them.

The human learning experience itself will probably be increasingly important in tomorrow's sophisticated concepts, research, and technical skills. We must be prepared to incorporate attitudes and opportunities for broadening, deepening, and redefining our approaches. Today's grand design and implementation for learning must remain fluid and dynamic so that it can keep pace with man as long as he extends his reach to outer space and to the hidden truths as yet to be probed within himself.

If the child, the individual child, must indeed come first, it will require patience, toil, flexibility, and sympathy from parents, teachers, administrators, politicians, and the public in concert. For every child a richer, more rewarding learning experience can be developed which would give him a better chance to reach his potential; surely only such commitment can fulfill the half of the bargain which our society can strike with every child in this rich land.



Most prominent among major issues affecting education is that of the relative importance of the individual and society. It is not one of the oldest issues, since the demands of society were regularly dominant at least until the Renaissance and were largely so until the 19th Century. It is true that in primitive societies of the past and present young children have been usually indulged, but the freedom of Rousseau's 'noble savage' as an adolescent or an adult is imaginary. Some deviation from the norm must also be conceded to ancient Athens for the short period of her glory. But by and large, apart from a privileged few, neither adults nor children received consideration as individuals if the pre-eminence of the social order was thereby in question. Children generally received little or no school education. What was provided was, in one way or another, conducive to and subordinate to the stability of society. Of course, educational reformers now prominent in the history of educational thought, like Comenius, Pestalozzi, and Froebel, were advocates of consideration for the child, but what they urged was not clearly reflected in teaching children of the great majority until well after the appearance of schools for all in Western countries about a hundred and fifty years ago.

In public education, therefore, it was a case of the child versus society, or the pupil versus the curriculum as society's instrument, with the pupil still coming out second best, when Dewey proposed a formula for resolving the conflict—"the child in society." This Committee accepts this concept and recognizes that the child should not be treated as an isolated entity, but educated for life in a society which respects his individuality. Where conflict remains, the Committee tends to side with the individual and to ask only for social responsibility that is demonstrably right and essential for the good of all.

A second, related issue has become suddenly urgent in the world today: in so far as the pupil must be educated to fit in with the social environment, should emphasis be given to living in society as it is or to adaptation to rapidly changing conditions? Until only a short time ago, the social aim of education was to ensure the stability of institutions and conditions persisting from the past to the present. In the schools, tradition was challenged to some extent when scientific subjects began to gain ground near the end of the 19th Century.

But decades later, in his *Aims of Education*, Alfred North Whitehead still had good reason to say: "No more deadly harm can be done to young minds than by depreciation of the present. The present contains all that there is. It is holy ground; for it is the past, and it is the future." For many young people today, the present and the future are all that matter, the past is water gone under the bridge, and the only familiar constants are novelty and change.

How far should we go in education toward the omission, modification, soft-pedalling of values, beliefs, and standards of the past which we cherish but which have ceased to have intrinsic appeal to pupils?

Even from adults one would not expect agreement in answer to this question, since it embraces not only less inflammatory material like content in traditional subjects but emotionally charged values associated with religion, morality, and even literature, music, and art. This Committee expresses its inclination toward education for adaptability to a changing world and less insistence on conformity to past and present. But it also urges that highly valued parts of our inheritance be polished and enlivened for inclusion as material likely to be encountered in appropriate opportunities for learning.

A third social issue in relation to education may appear at first glance to be dead and buried. Should there be different types of education for children of different social classes? There were, throughout most of history—a meagre and repressing type for the great majority, and a distinctly different and distinguishing type for the aristocracy. Even in North America, during the first part of the 19th Century, classical schools for sons of gentlemen were quite distinct from common schools for ordinary children. But in the United States and most of Canada the distinction was wiped out by a single-track system, through public schools for all and superimposed high schools for more and more and eventually almost all. Only in older countries has there

been widespread persistence of the notion that good education is available only in select schools charging fees.

There is, however, still some evidence of educational practice in Ontario that reflects a tendency to segregate students for instruction. Separate classes for the intellectually superior, separate schools for vocational and academic students, and separate curriculum categories all tend to keep alive the idea that the academically endowed are in some way superior to their vocationally-oriented peers. The practice is sufficiently prevalent to cause the Committee to deplore such survival of class distinction, and to advocate schools that will accommodate students without invidious distinctions.

There is a fourth social issue faced by education. Some contend that the school should remain aloof from the problems of society and so give tacit support to the status quo of the society which supports the school. Others hold that the school is an active agent in society, that it does not and cannot exist as an insulated entity, and that young people in school have a right to an education which reveals the weaknesses and problems of the world they face and helps them prepare to mitigate or solve them. The Committee takes this second position.

One of the most urgent of these problems concerns war and, because of the threat of even total destruction, those who give priority to the problem approach to major educational aims would feel justified in making the attainment of peace the most important aim of the school. Even a more moderate position would raise questions about the type of patriotism needed, the role of Canada in world affairs, world government, and the way these matters should come to the pupils' attention for study and discussion in school. Other problems include air and water pollution in relation to expansion of population and of frequently callous industry, threats to natural resources, and other types of social irresponsibility in dealing with governments and in matters that affect the good of all. These and other evils and dangers should not escape the attention of pupils in school, if only because we need more alert citizens than in the past. Intellectually inclined pupils would welcome an

extension of the inquiry to a more formal study and critical evaluation of the values of modern society

Turning now from social problems to issues related to the individual, the first question is, "Should the school be concerned chiefly and almost exclusively with the intellectual development of the child, or must it be concerned with the whole child?" Since the position taken on this question is of critical importance to the determination of aims, a rather full explanation is in order.

Among modern philosophies of education there is a school of thought called New Realism which assigns clear-cut and distinct functions to social institutions such as the church, home, and school. As one might expect when this is done, an almost purely intellectual function is assigned to the school. On the other hand, another school of thought called Pragmatism does not regard the school as having a separate entity quite distinct from and unaffected by other institutions in the social environment. As might be expected, therefore, any division of functions is regarded as a matter of convenience or necessity. If the school is faced with problems that compel it to do what the home was ordinarily expected to do, the school simply does what it must. Furthermore, within the child, such qualities as the physical, intellectual, and emotional are not distinct and independent but interrelated, according to Pragmatists. For these reasons the school should and must educate the whole child.

The two opposed views are also associated with the level of education about which one is mainly concerned. Those engaged in higher education, except in departments or faculties of psychology and education, predominantly support the intellectual function of the school, as do teachers of academic subjects in senior high schools. It is reasonable that they should because they are directly concerned only with academically-inclined pupils and logically-structured disciplines. On the other hand, kindergarten and elementary school teachers predominantly believe or assume that the school must educate the whole child. Their work is not to appear before a class as a scholarly instructor in a



subject, but to interest children and help them to learn. The conflict of views between different levels of education on the 'educate the mind' or 'educate the whole child' issue makes it difficult to accommodate pupils not intellectually inclined at the upper level. It is nevertheless true that many pupils in the intermediate and senior section of the school, including most of those already determined and able to prepare for professions, want most of their education to be strictly intellectual.

This Committee, as will be seen in the part of the report that deals with curriculum, is inclined toward the whole-child concept and offers a plan to reduce drastically the conflict between the elementary and secondary points of view, and at the same time to preserve opportunities to choose structured academic intellectual courses.

A second and related issue, which has a bearing on how the child should be taught, has to do with concepts of knowledge. The traditional and still conventional view is that knowledge exists as something that can be transmitted. Many educators, however, believe that what has been called 'knowledge' is only information couched in words which may or may not influence the learner to acquire knowledge. In the view of these educators, teachers should think of knowledge as what the pupil gets to know through his experience. Corollaries are that the pupil gets knowledge outside school without formal instruction and that even in the classroom the product of his experience may be quite different from what the instructor intended. Hence the importance attached by these educators to method, motivation, and to the individual child. As for method, they prefer to think not of instruction but of providing favorable opportunities for the child to learn.

Equally significant is another question related to the nature of knowledge. Should we continue to think of education as the acquisition of knowledge by the pupil by whatever means, or should we be concerned more with the pupil's ability to get knowledge when needed, to interpret it and collate it, and to use it? The Committee favors the second alternative.

A third issue which affects the child has to do both with programs of study and with methods. Should all pupils be taught by means of logically organized and separate courses in traditional subjects such as reading,



spelling, arithmetic, history, science, literature and grammar, or should all pupils enjoy the stimulation of lively ideas and be given ample opportunity to discuss them, with the satisfaction of learning by discovery? Perhaps everyone will answer yes to the latter part of the question, but many will ask why such an approach should preclude the former. This is the crux of the problem.

Resourceful teachers can, no doubt, teach structured subject matter in that manner, and some do. But more often formal, traditional courses lead to a deadening routine; to real or imagined pressure on the teacher to cover the course; to pressure on the pupil to memorize for tests and examinations; to lack of time for discussion or learning by discovery; to inert rather than lively ideas; and to an end of creativity. Largely for these reasons, most good teachers in the primary section have abandoned structured courses and some in the junior section are following their example.

The fourth and last issue affecting the pupil is the antithesis between indoctrination and complete freedom to discover, evaluate, think, and decide. The literal or dictionary meaning of 'indoctrinate' leaves it as no more than a synonym for 'teach.' But it has a disapproving connotation, and the generally accepted meaning among educators may be summarized as "to get a pupil to accept something as true by some other means than allowing him to make up his own mind after free critical inquiry." A great many people, of course, have firm beliefs in what they regard as unquestionably true, and many of them think it right or necessary for the young to acquire these beliefs. In spite of this, most educators agree that there can be no deliberate indoctrination if intellectual integrity is to be maintained and valued by pupils.

The conclusion of this approach to aims of education through consideration of major issues and problems is that to enable young people to investigate freely, discuss, evaluate, think, and decide should be a major aim of the school.

Aims based on analysis of complete living

A little more than a century ago, Herbert Spencer introduced a new approach to educational aims—analyzing life to determine the leading kinds of activity of which it is constituted and deciding what knowledge is of most worth in connection with each activity. Spencer defined the leading activities and arranged them in order of importance as follows:

"1. Those activities which directly minister to self-preservation; 2. Those activities which, by securing the necessities of life, indirectly minister to self-preservation; 3. Those activities which have for their end the rearing and discipline of offspring; 4. Those activities which are involved in the maintenance of proper social and political relations; 5. Those miscellaneous activities which make up the leisure part of life, devoted to the gratification of the tastes and feelings."

A summary of approximations might be health, vocation, parenthood, citizenship, and leisure. It is of interest but of no consequence that, as the outstanding advocate of teaching science in the schools, Spencer was able to find a scientific or quasi-scientific subject to serve the needs of every activity. What is of importance at the moment is his basing of aims on an objective analysis of life.

During the present century, Spencer's approach was used by committees of the National Education Association and its departments and by others in the United States. For example, a bulletin, *Cardinal Principles of Secondary Education*, based on the 1918 report of the Commission on the Reorganization of Secondary Education, appointed by the National Education Association, came up with the same five needs or aims as Spencer, plus two others—command of the fundamental processes and ethical character. Similar lists may be found in other reports or books. In the report, *The Purposes of Education in American Democracy*, issued by the Educational Policies Commission of the NEA in 1938, the analysis is much more detailed, listing some ten or twelve areas, skills, or qualities under each of several major headings like 'The Objectives of Self-Realization' or 'The Objectives of Economic Efficiency.' Each of the area or skill sub-headings is followed by a brief state-

ment in this form: "Social Justice. The educated citizen is sensitive to the disparities of human circumstance."

The value of this approach to aims is, of course, practical. Those who go through the process of analyzing life and formulating aims to match may be reasonably sure of covering all needs. The wording of the Educational Policies Commission report sometimes suggests a concise and pointed answer to a broad and troublesome question, for example, on the goal in character education. The above report says simply "Character. The educated person gives responsible direction to his own life."

The scientific movement in education, which became popular in the 1920's, led to analyses of life and its needs which purported to be more objective. These were sociological and psychological studies. However, the use of statistical analysis for determining aims was opposed as a means of deciding what ought to be done, since this is regarded as a philosophical exercise. Critics of progressive or pragmatic complexion advocated instead what follows.

Aims related to growth and development

In his *Democracy and Education*, published in 1916, John Dewey had a chapter on 'Education as Growth' in which he made the child's growth per se the major aim of education. Although those with different concepts of life and reality might object to the omission of a destination for growth, most would accept the implication that "there is nothing to which education is subordinate save more education." Thus, one aim should be to avoid finality in education and ensure a continuing will to learn. But of special interest is the statement of aims based on the developmental concept which appeared in the *Report of the Royal Commission on Education in Ontario, 1950*:

- "a) To develop capacity to apprehend and practise basic virtues.
- "b) To develop the power to think clearly, independently, and courageously.
- "c) To develop talent to understand the views of others and to express one's own views effectively.
- "d) To develop competence for a suitable occupation.
- "e) To develop good health.
- "f) To develop aptitudes for recreation.

—"g) To develop characteristics for happy family relations.

"h) To develop good citizenship.

"i) To develop the concept that education is a continuing process beyond the school."

The Committee is in general agreement with these aims and with the emphasis on development. It believes, however, that the important first aim, a), needs to be made definite by designating just what virtues the school, and more precisely the public school, can and should develop; that f) should be more definitive; and that d), on the other hand, be less definite. The above criticism is not intended as a reflection on an excellent statement of aims. It is meant only to indicate some of the differences in thinking fifteen or twenty years later.

The Ontario *Programme of Studies for Grades 1 to 6*, first published in 1937, is the only official publication of the Department of Education which deals with aims deliberately and fully. It is of unique interest to a Committee whose terms of reference emphasize the first six years of school and whose primary concern is aims. The treatment of aims in the *Programme* provides another example of the developmental approach, but it goes much further. The simple but startling truth is that virtually every idea in it, with only one immediately noticeable exception, might have been expressed by educationally enlightened and advanced authors today.

This basic philosophy was and is in the mainstream of developing educational thought which has had its ups and downs for almost two centuries. It suffered a major set-back on this continent during and after World War II, partly because of the continuing war or cold war mentality and inability or reluctance to recruit or educate teachers for anything more than forceful instruction in facts and skills. The philosophy is current partly because its authors were far in advance of most teachers and laymen of their time. This explains the difficulty of getting the *Programme* into anything like general practice.

The aims and related philosophy of this *Programme of Studies* are very concise, and a summary of them is difficult and must be inadequate. In brief, they advocate the

following: a society and school society in which the individual has opportunities for self-realization, security, and participation in decision-making. He is by implication to be educated for social responsibility, service to all, and adaptability to change, and explicitly to be educated to work and get along with others. Such education is to be effected not by precept or formal instruction but over a long period in which the school provides "meaningful social experiences in situations that require the exercise of qualities of helpfulness, self-direction and acceptance of responsibility," and the like. The atmosphere of the school must be kindly, co-operative, and purposeful. Achievement of aims depends on a program planned to take cognizance of psychological knowledge regarding child development and the learning process—a program which arouses interest and provides for pupil activity and social participation. There must be provision for individual differences, permitting some measure of success for every child. The graded school system must not be rigid and thought should be given to its modification. The wisdom of promotion examinations, failure, and retardation is questioned. In appraising results the teacher should first look to see whether pupils are alert and living in cheerful, healthy surroundings, then satisfy himself that they are acquiring necessary skills, and above all be concerned with the interests and attitudes they are developing. The program itself "cuts across the traditional subject-by-subject arrangement."

This necessarily brief summary illustrates again the truth that progress in education is accomplished not so much by new ideas as by gaining broader acceptance of enlightened ideas and putting them into practice. Conditions are now favorable for educational advance; there is evidence of widespread progressive thought in briefs presented to the Committee, in popular journals, and in the provincial Department of Education itself. Not least in importance is the prospect of higher minimum educational requirements for teachers, a reform long advocated by the teaching profession.

Statements related to aims by recent leaders in education

To give some indication of the thinking of leaders in Ontario education in recent years, and to suggest, at least by implication, educational aims worthy of consideration in this province, the following quotations are selected from public addresses made by two such leaders in recent years. The first set of quotations is from the Quance Lecture by the late Dr. J.G. Althouse on the *Structure and Aims of Canadian Education*.

"... A high school that treats its senior pupils exactly as it treats its beginners is an abject failure, for the aim of the school is not to train pupils to follow promptly, accurately, and even willingly a prescribed code of behavior. The aim is to develop young adults who may be depended upon to cope courageously with the problems of life as they arise . . ."

"The high school cannot rest content with leading its pupils to the intellectual acceptance of high ideals; it must also equip them with the necessary knowledge, skills, and attitudes to solve specific, practical problems of living . . ."

These quotations are representative of Dr. Althouse's views on what the high school should do in character education, to which he attached the highest importance.

The following quotations are from addresses of the late Dr. Z.S. Phimister:

"We are probably struggling on to a new plateau in education . . . off the skill plateau to another, which I shall call the value plateau. We shall become more concerned with the problems of finding satisfaction in living, with the meaning of life itself, and with the values which we attach to existence."

"I hope you will come to believe that man is capable of greatness and goodness and that you will assist us in coming closer to these aims in time."

"Inventiveness, adaptability, and creativity are characteristics which are extremely valuable . . . at present. Yet much of our schooling has to do with memorizing, repeating and following directions."

"Nowadays we are conscious of the need to uncover the so-called 'creative children,' those not necessarily with a high IQ, but those who want to do things differently, who want to test hypotheses, who are inclined to be a bit of a nuisance in the classroom . . . conformity is not nearly as valuable a trait as originality or inventiveness."

"In a modern school the learner is active in the learning process. Children no longer memorize blindly what is set before them. They discuss what they are learning with one another and with the teacher; they criticize one another and themselves. In science they carry out their own experiments, make their own notations, and are curious about the next step. In literature they produce and act in plays, manufacture costumes and scenery, using their own ingenuity, prepare the tickets for the show, and carry out their own advertising . . . The school has meaning for them . . . [it] has become a society where the children are respected as persons in their own right."

These passages, representative of the late Dr. Phimister's thought, remind a Committee on Aims to raise the sights of education; suggest how to make more vital and closer to home to youngsters something akin to Whitehead's 'habitual vision of greatness' and the seemingly distant but immediate and dire need for peace, and emphasize the need for creativity and the need to encourage rather than repress creative children

The needs, rights, and expressed desires of young people
It is easy to speak of a child-centred or pupil-centred school, and what is meant is fairly clear even if practice falls short of declared intent. It is easy to speak of the needs of the child, and here again the meaning is reasonably clear since there is substantial agreement among child psychologists, who, like the humane societies, 'speak for those who cannot speak for themselves.' It is easy also to speak of the rights of the child, but in this case the meaning is anything but clear, since the speaker quite often is talking about the rights of someone else or is basing his remarks on personal convictions or on assumptions not acceptable to all. Curiously, one does not ordinarily speak of the rights of older pupils, presumably because they are either the same as the young child's or non-existent.

At least some rights of the child must obviously be the same as the rights of any human being. These rights are to some extent defined, limited, and protected in moral codes with divine sanction like the Ten Commandments, in constitutions of states, and by the law of a land. But the question remains: "What right has the individual to be an individual?"—that is, in possible conflict with society, or its rulers or more privileged members, or its institutions. Throughout most of history the ordinary human being has had very little right as opposed to society. There have been noteworthy bases of respect for the individual: since early days, physical prowess or the ability to fight effectively; in some states, notably in ancient Athens, intelligence; and, at least in the Judaeo-Christian tradition, the concept that the individual human being is a child of God.



In our own society some of these bases still apply in less or greater degree, and the individual may also gain respect in ways related to the value attached to money-making ability and active engagement in the complex operation of society. One must not say 'conformity' because that is at variance with individuality unless the only way to 'freedom' is absorption within a collective group or nation.

The above argument, though simple and concise, will serve to indicate that even thorough-going philosophical inquiry would not disclose an entirely convincing basis for individual rights. Even if one cannot understand the Existentialists, one can see why they rebel against thinking in which society and its institutions are a determining factor in the background. They believe that the individual must face the anguish of making his own decisions and taking responsibility for himself—apparently alone and without hope. The Existentialists are credited with having done a service to education by pointing out our subjection of the individual. But it is surely more fitting for parents and teachers to be cheerful, as the young are if given a chance—even cheerful about living in a somewhat demanding society. From a North American activist-pragmatic point of view, the way to get some control of affairs and some recognition and satisfaction as an individual is to do things—partly for enjoyment, but partly to earn privileges or rights by work or service to others. Still two questions remain: what is the basis of the rights of the child as a child, and what are his distinctive rights?

The child has special or distinctive rights because he is helpless and unable to make important choices or express them cogently. Assuming only that the child

wants to live and to be an active member of the society into which he was born, he has a right to all that healthy growth implies, a right to be taught how to communicate and live with others, and a right to be able and free to decide for himself, when he is mature enough to do so, what position to take with respect to major issues in human life. These three rights do not cover everything explicitly, but they are basic.

However, the child's world is full of adults who are sure that they know what is best for the child and equally sure that the rights of the child include primarily a training in or for what they know is best. Hence, the child may be endowed by an adult with the right to be punished, the right to be kept out of contact with certain groups, the right to be forced to practise the piano, the right to an academic education for his father's profession, and the right to be so thoroughly indoctrinated in one set of values or thought pattern or creed as to be virtually unable to make a timely and reasonable choice of another. In spite of this, a fairly substantial and probably increasing number of people are prepared to grant children the three rights listed in the previous paragraph.

It has been traditional in our society that parents have prior and controlling rights over their children. In the old days, of course, all self-respecting parents were expected to bear the whole cost of the upbringing

and education of their children. This is no longer true. The cost of schooling up to high school graduation is paid for by all, as are family allowances and exemption for children on income tax; and in the case of families on relief, further assistance comes from people other than the parents. This suggests that the general public may want some say about what have been exclusively parental prerogatives, as they do now in extreme cases of parental cruelty or neglect. Although others may disagree, some believe that the rights of the individual child will thereby be strengthened.

Be that as it may, there appears at the present time to be a greater difference than formerly between the attitudes, interests, and values of adults and of the young. It is probably so, because the current rapidity of change in the environment is enough to explain it. If the difference is greater, there is more reason than formerly for any adults who are interested in reshaping education to get opinion from pupils and young people who were recently pupils in the schools.

With this groundwork one should be ready to construct a statement of aims appropriate for education today. But whose aims should they be? Central and local authorities, curriculum planners, teachers, pupils, and others may all have educational aims. Perhaps, as has been said, the aims of all concerned with the process of education are more realistically expressed in what they do than in anyone's statement of what their aims should be. Therefore an approach to the aims of education will be offered in the next chapter, in terms of what the curriculum is designed to achieve.



THE LEARNING PROGRAM

THE CURRICULUM

The preceding sections of this Report have attempted to establish a frame of reference upon which a school's curriculum may be built. Having explored the nature of today's child and his learning experience, examined some of the characteristics of his environment, and defined the issues related to the search for aims in education, the Report now directs attention to the learning program and what it is expected to achieve.

The task of the curriculum

-The curriculum must ensure that pupils have the basic necessities for education.

A good school does all that it can to ensure the physical and mental health of its students, and to enable them to acquire essential skills of communication.

-The curriculum should help pupils acquire desirable interests, abilities, skills, attitudes, dispositions, and understandings.

The good school fosters a continuing desire to learn. It helps the individual pupil to feel secure and adequate within himself, encourages him to manage his own affairs, and helps him gain a measure of social competence. It gives all pupils an understanding of man and his world, encourages them to adopt positive attitudes toward change, and accustoms them to solving problems and overcoming difficulties. The good curriculum helps young people to acquire a purpose in life. It prepares them for the world of work and leisure, and it offers a variety of opportunities for them to acquire interests and abilities that give lasting satisfaction—largely through the development of aesthetic appreciation and creative ability.

-The curriculum should educate the pupil in ethical values and ensure his moral development.

A desirable curriculum helps pupils understand other people, especially groups or nations with different characteristics or points of view. It encourages consideration for others, compassion, empathy, and responsibility. It cultivates a disposition to serve the good of one's fellow man. It educates young people to realize the need for responsible parenthood and social responsibility. It fosters respect for law, willingness to use lawful means to correct injustices, and interest in desirable changes in the law. It encourages patriotism and attitudes toward inter-

national relations that are compatible with the preceding ethical aims. It helps to make the next generation of adults better able and more willing to overcome problems and dangers in society and to bring about a greater measure of social justice.

—A good curriculum must meet the needs and expressed desires of pupils.

It creates in the school a pleasant and friendly environment in which young children know that they are appreciated and accepted; in which maturing young people will find that they and their ideas are respected; and in which all pupils find interest and satisfaction in learning. It gives a realistic and objective exposition of society and its institutions. It encourages pupils to ask questions, to contribute further information, and to express their opinions freely, and it encourages teachers to answer pupils' questions truthfully as often and as fully as possible. At the same time, such a curriculum provides for studies related to institutions of higher or further education or which are needed to obtain specific qualifications.

The concept of curriculum

If education is to achieve these purposes and satisfy other criteria indicated in previous sections of this Report, one must accept the modern definition of the curriculum as 'all those activities in which children engage under the auspices of the school.' This includes not only what pupils learn, but how they learn it, and how the teachers help them to learn. If pupils see and discuss a film, visit an industrial plant, compile a report on wild flowers seen in the woods nearby, study in the library, or plan and manage a social event, they are engaged in curricular activity. And if a pupil is encouraged or discouraged by a teacher, that experience is also part of his curriculum. The traditional school was largely concerned with what the teacher taught and how effective he was in conducting an orderly class. The modern school is more

concerned with what the pupils learn, why and how they learn, and whether they will continue to be disposed to learn. All of this, and much more, is part of the school curriculum.

One implication of the above description is immediately evident. The modern curriculum is concerned more with the learning experience of the pupil than with the instructional performance of the teacher. It asks the teacher to select, organize, and guide learning experiences which meet the needs of the child, and to do this effectively by application of sound principles of learning. Clearly this shift of emphasis away from instruction demands more, not less, from the teacher.

Implicit also in the description is the concept of the curriculum as a dynamic process, not a table of contents. It reflects the personalities of the teacher and pupil and their interests, skills, and abilities. Ideally, the pupil should make his own choice of content under the guidance of the teacher, and acquire the skills, attitudes, and information he needs in the initial and follow-up process. Certainly the student should have some voice in curriculum planning. As a living instrument, created and directed by people within a school, the dynamic curriculum will emerge as a force affecting relationships among teachers, parents, administrators, and all people in the community.

Above all, the modern curriculum must be flexible, not only by providing options for pupils with different interests at more senior levels, but by providing learning experiences to meet the needs of individual young people at every level. As pointed out earlier, children come to school mentally, physically, and emotionally different, and they mature at varying rates in each of these areas. Furthermore, there is a wide diversity in their intellectual, social, cultural, and economic backgrounds. It is irrational and unfair to require all children to start in school at a common level or to expect them to reach standards of achievement with any great degree of uniformity. Although many classes under many different teachers may share one course of study, every class, every group within a class, and every pupil may have a unique curriculum.

The obvious corollary is that the curriculum must provide for the individual progress of pupils. To make this possible, two major innovations are indicated: com-

plete abolition of the graded system throughout the school; and the use of individual timetables at the senior level. The introduction of graded textbooks and the placing of pupils in 'books' or grades undoubtedly improved education in Ryerson's day. By the end of the 19th Century, the graded system in Ontario's urban schools demonstrated its efficiency for instructing pupils in the fixed and limited schedule of facts and skills prescribed at the time. But during the last fifty years, as it has become increasingly difficult to retard and eliminate pupils at an early age by failure, the graded system has become an anomaly.

Related to grading is the use of formal examinations as the means of transition from grade to grade. Such arbitrary measures of achievement and the concepts of promotion and failure should be removed from the schools—not to reduce standards, but to improve the quality of learning. The evaluation of pupils' progress should be a continuous part of the learning process, not a separate periodic exercise. It should be a co-operative endeavor of teacher and pupil. There are, of course, other uses for tests and examinations. Short preliminary tests may be essential when teachers and pupils are planning individual programs. Pupils at the senior level may wish to take standardized tests to help them make a wise choice of options, and teachers may use diagnostic tests for the analysis of pupils' difficulties. Again, at the senior level, formal admission tests set by institutions of higher learning might be available to students.

In most cases, the student should write tests and examinations only when he has reason to believe himself ready—an arrangement obviously necessary if individual rates of student progress are to obtain.

The broad design

It is not the intent of this Committee to provide a detailed description of a proposed school curriculum. Such implied prescriptive detail is beyond the Committee's competence, and opposes the principle of local initiative and autonomy which it espouses. The Committee does, however, offer a number of fundamental conditions as the basis for the general design of curriculum and school organization which it supports. These conditions are not meant to suggest uniformity of practice. They, and the recommendations made later to support them, are a direct reflection of what has already been said, and are intended to encourage the development of the best possible schools.

The Committee advocates a learning continuum designed for an essentially unified school period of thirteen years including kindergarten. It would include no horizontal or vertical division of pupils into such groupings as elementary, secondary, vocational, or academic, or above and below average. This does not preclude extraordinary arrangements for pupils in certain special learning situations, but it does imply no segregation or division into categories for pupils as a regular practice. Local school systems would, of course, move pupils from building to building, but such movement would be dictated by local circumstances and by needs of children, rather than by traditional levels of education.

A further characteristic of the general curriculum design has its roots in what is to be learned at school. There is in education a tradition that desirable content for learning is and must be embodied in subjects. When knowledge was limited, when the concept of the inter-relatedness of ideas was ignored in school curricula, and when only a select few received more than a minimum of education, there was little reason to question the value of subjects. Each of them was composed of what may be called knowledge, skills, and ideas in a particular field—all logically ordered for instructional purposes. And modern schooling that is content-oriented, or arranged around subject disciplines, seems to be based on the premise that unless subject matter is presented to a pupil in a logical sequence, or an organized pattern, he will never organize it for himself. But schooling that takes into account both the learner as an integrating organism

and the subject matter pertinent to the dynamic interests of the learner cannot be organized around subjects which are patterns of the logic of other people.

The Committee supports the view that the cognitive processes through which children learn deserve prominent consideration in curriculum design. Even though only glimpses of the 'what' and 'how' of cognition are yet available from psychologists, it is this incompleteness of our understanding that requires us to be less certain, less rigid, less organized, in the arrangements we make of subject matter for children to learn. A curriculum should be so devised that the inquisitive, goal-seeking, self-reconstructing minds of children can be brought in touch with subject matter relevant to their individual interests and needs. A six-year-old is interested in counting rather than mathematics, in rain rather than science. From an early age, the student probes the frontiers of understanding, and it is only in the later stages of his learning experience that these frontiers crystallize in the form of a discipline of study with clearly defined structure and content. Thus there is a place in the more senior elements of the curriculum for subjects of instruction, at least as long as these are required for admission to higher institutions. But generally speaking, subjects, with their adjuncts of textbooks and the like, should be used primarily as resources for knowledge. They should be so used freely in designing learning activities which suit students' needs, systematically in planning studies for older children, and often selectively in topical studies which include content from several subjects.

On the other hand, it would be confusing to send pupils on voyages of discovery over one vast ocean of knowledge. The study of man, or a curriculum embracing all of life, is too formidable a sea for students to navigate without charts of some sort. To give direction to learning without imposing inflexible subject restrictions is a fundamental problem for those who design the curriculum.

Such direction can be found by basing the learning program on a number of organizing centres or areas of

emphasis within the human experience, each of which is a common denominator to certain fields of learning. Three such areas are suggested here as nuclei for organized learning in our schools. With these areas as bases, the teacher and her pupils may look to subject areas, not as packages for instruction, but as repositories of information, to be used according to the interest and the needs of the learner.

The first area of emphasis offered is 'Communications,' embracing all aspects of learning that relate to man's interchange of thought. In terms of the curriculum, communication involves ability to speak and listen, to read and write, to record and to film, to paint, to dance. It also involves aspects of social studies, mathematics, business and commerce, manual arts, and almost all of man's activities in which ideas are transmitted and received. Thus the skills of debating, of reading maps, of interpreting data and ideas, and of invoicing and accounting, all become legitimate focuses for interests of learners.

A second area offered as a curriculum base is that of man and his environment. The sciences are natural elements in studies of the environment, but children must not be restricted, especially in the pre-adolescent years, to the confines of the sub-disciplines of science. The geographical elements of social studies and much of applied mathematics may be properly included in such studies. The practical aspects of agriculture, of manual arts, of home and consumer economics, and much of what is called vocational training may also be identified with this area, referred to as 'Environmental Studies.'

A third area of emphasis is concerned with man's ideas and values—those abstract yet powerful concepts which shape our lives, yet have no tangible form of their own. The search for the ideal, the constant probing of the unknown, the seeking for truth, the intuitive effort toward unity—these are humanizing values that lift man toward a nobility of thought and purpose. Among such studies one may include the fine and practical arts; and recent trends in physical education indicate a return to the Greek concept of physical arts and point to its inclusion also. Studies of philosophy should be accessible to adolescent students, and the religious ideals of various people of the world should be open for study and discussion. This area of aesthetic exploration is designated

by the term 'Humanities,' and embraces studies related to human aspirations, ideals, and values.

While presenting these as areas within which the learning experience may be organized, the Committee resists the temptation to list the traditional subjects that might appear in each. To do so would defeat the purpose of such a thematic approach. The approach is intended to free teachers and pupils from the confines of structured, isolated subjects, to encourage a wider exploration of knowledge relative to each theme, and to emphasize the embracing nature of the learning experience. This is not meant to imply that studies of history, mathematics, or other well-known subjects should disappear from the curriculum. The organization does imply, however, that such disciplines should be seen as aids in the student's search for skills and understanding rather than as bodies of content to be mastered, or as organizing criteria for such purposes as timetables, evaluation, and teacher certification.

The selection of subject areas and the level of learning to which they are applied, should be the prerogative of pupils and teachers. This is not to say that individual teachers should be left entirely to their own devices in curriculum planning, but as the professional group most closely associated with the needs of pupils, they have a prior responsibility to see that these needs are met.

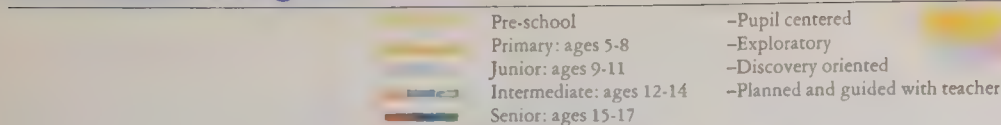
The teacher should be sensitive also to the child's need for a balanced learning experience, and should not encourage the development of any one interest at the expense of all others.

There is a wide array of resources that teachers should be permitted to tap for inspiration and guidance. Their associates within the school, the local authority, the teachers' professional body, the Department of Education, the Ontario Institute for Studies in Education, other research bodies, new graduate schools as they develop, and educational publishers are all sources from which can emanate ideas, designs, and current materials related to curriculum planning. Their utilization will serve to foster diversity and to prevent stagnant uniformity of prescription across the province. More important, perhaps, such utilization of resources will equip the teacher to provide a program that has as its prime function the satisfaction of the learner's needs and interests.

What follows is a brief description of the proposed learning program, from pre-kindergarten through the senior years of schooling as recommended by the Committee. To emphasize the continuous aspect of the program, the description is based upon stages of child development, rather than customary units of organization, such as divisions or levels.



The School Program



Electives

- Content oriented
- Flexible choice of content
- Variable attainment levels
- Exploratory in subject fields

Some suggested Electives for Intermediate Years

A Look at South America
Aviation Basics
Basic Chemistry
Basketball (Girls)
Canadian Life
Counterpoint and Jazz
Creative and Folk Dancing
Decorative Sewing
Designing a Wall Clock
Electronics (Boys)
Emerging Nations
Fashion
Figure Drawing
Geography of Southern Ontario
History of Science
Hobbies
Hockey (Boys)
Introduction to Astronomy
Introduction to Ethics
Library Techniques
Outdoor Nature Study
Public Speaking
Puppetry
Remedial Mathematics
Remedial Reading
School Year Book
Special Reading Class
The British Isles
'Trial by Jury' - Operetta
Volleyball
Zoology II

Electives

- devised by teachers according to their abilities
- based on pupil needs and interests.
- for one term or longer.
- occupy significant portion of pupils' time in school.

Stephen's Program

Options

- Structured content in subjects
- Prescribed standards
- Time limits
- Post-secondary considerations



Some suggested Options for Senior Years

Communications

Advertising Journalism
Architectural Drafting
Film Arts
Historical Drama
Mechanical Drawing
Personal Typing
Retail Merchandising
Secretarial Science
Spanish Composition
Theatre Arts

Environmental Studies

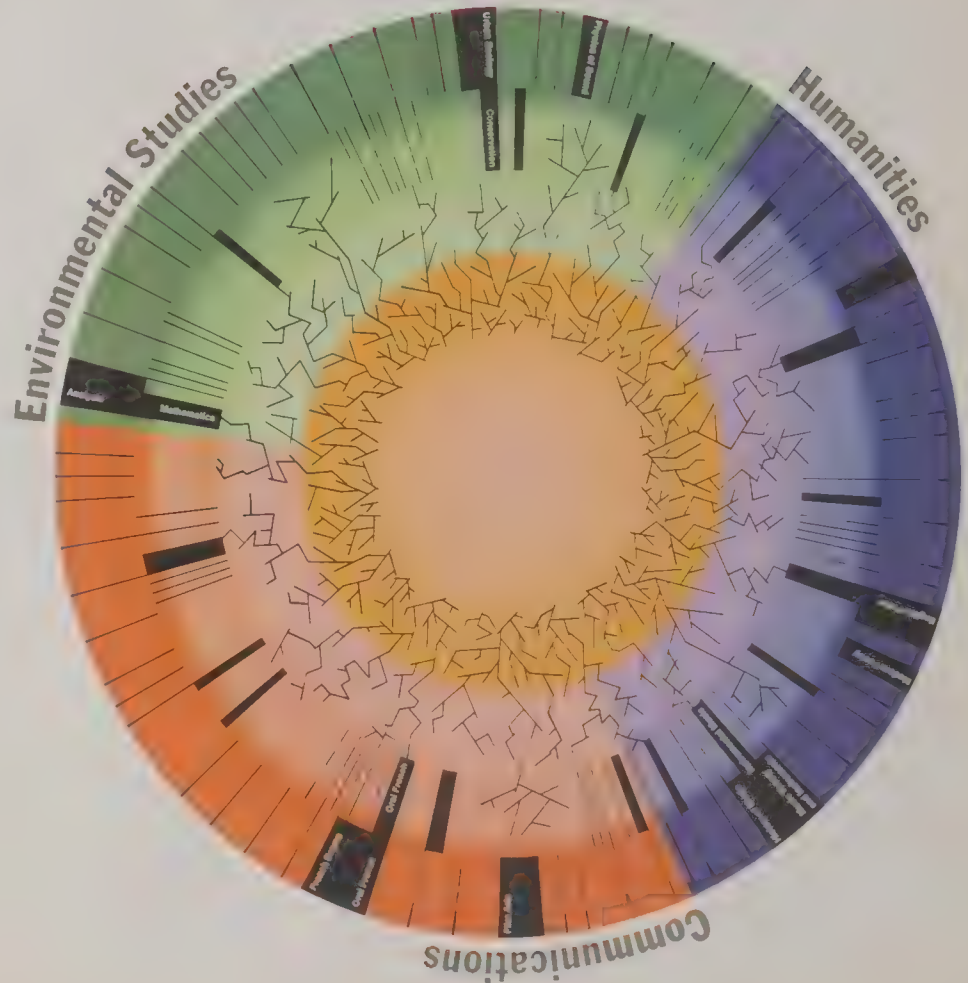
Business Machines Technology
Consumer Economics
Ethological Biology
Home and Community
Institutions in Society
Introduction to Industrial Design
Plastics Technology
Space Science
Vector Geometry
World Regional Geography

Humanities

Choral Singing
Comparative Religion
Ethics
Family Living
French Literature
History of Music
Logic
Performing Arts
Philosophy Themes
World Politics

Options

- one or more terms in length.
- of varying value for credits.



—Preschool service

Although the Committee does not suggest that this area is part of the continuum of formal education, it does wish to emphasize the need for extensive services available to the child and his parents during this critical stage in his development. A great deal can be done in this period to identify and alleviate characteristics and conditions that are potentially detrimental to the child's later development. Further, it is during this vital stage that parents might expect maximum assistance through the availability of co-ordinated health and educational services. Accordingly, the school should be a community centre in a very real sense. It should be a co-ordinating centre for social services to preschool children and their families—prenatal clinics, well-baby clinics, crèches, and nursery schools, for example. Liaison with public health nurses, librarians, community recreation directors, and so on, should be close and continuous.

Administrative patterns should be devised to enhance such co-operation and joint effort, on the premise that the needs of the child should be met with the minimum of inconvenience to the child and his parents. The present situation in many communities is a sorry picture of parents unaware of services, or trekking from one office to another, or waiting while quotas are established or jurisdictions are ascertained; of well-intentioned programs that are hampered by lack of facilities often available under other authorities.

Nursery schools, in particular, deserve encouragement and support from school boards. It is suggested that provincial financial aid be provided when boards assist nursery schools in their jurisdictions.

Assistance for nursery schools should initially be provided on a similar basis as that now given to so-called 'inner city' or 'downtown' schools, where children are in evident need of special arrangements. A nursery school should be a place for activity, play, and enriching experience in a social context, available on an optional basis to all children, with flexible entry and part-time attendance after the age of three years.



- The primary years

This proposed period of schooling will embrace children from five to eight years of age. Notwithstanding the fact that the kindergarten program should be free from the more formal aspects of the learning program, the Committee is convinced that its fundamental role as an introductory experience to learning places it within the spectrum of the total school program, available to all children at the age of five. The term kindergarten should be retained, since it describes the function of this introductory period and serves to resist pressure to apply the rigors of schooling too early to young children.

In the proposed curriculum the kindergarten program should be considered a basic and vital means of helping a child establish himself as an individual in harmony with others. Depending upon the characteristics of child development for its structure, the curriculum of the kindergarten should evolve from play activities designed to enrich experience, develop muscular co-ordination, and encourage a sense of responsibility. It should include opportunities to sharpen observation, to plan and discuss, and to develop social awareness, self-confidence, and competence. Literally, the content of the curriculum is the 'world of the child,' and should include experiences and things that the child brings to school as well as those that meet him there.

During the remaining years of this period, the road to learning should be through activities, self-directed by individuals and groups but planned and guided by the teacher. The content should be integrated and elements of the areas of Environment and Humanities should appear, with emphasis on communication, chiefly by language, including oral French, but also by number work and other media to be discussed later. The teacher will be concerned with qualitative aspects of achievement - "Does Jan like to read?" "Can Susan describe her house?" - rather than with quantitative measurement. Ordinarily the child will have one teacher and spend much of his time in one learning area. But this does not preclude various patterns and kinds of support such as team planning, and team teaching, or the use of school assistants, itinerant specialists, and community resource people.



- The junior years

The proposed curriculum for this period of learning is designed for children about nine, ten, and eleven years old. During this stage, the learning experience will continue to be found chiefly in self-directed activities of individuals and groups, planned and guided by the teacher with increasing help from pupils. The content for learning will at first not be divided into narrow fields of study, but will soon begin to come into focus in the three areas described above as Communications, Environmental Studies, and Humanities. Teachers, of course, may use subjects or disciplines as sources, and pupils may do so also as they pursue interests to higher levels. In the teacher's concern there is a balance between qualitative and quantitative aspects of evaluation: "Jan can read well at this level"; "Susan can multiply accurately with three digits." One teacher will be responsible for the whole learning program of the group, subject to the provisos indicated above for the primary years. In this period the pupil's pursuit of personal interests in depth should be regarded as a basic activity.





-The intermediate years

At this stage the proposed program will reflect the interests and abilities of pupils of about 12, 13, and 14 years of age. Most of what has been said regarding the earlier years will still apply, but here the three broad areas of content will be subdivided. For example, Environmental Studies may include science, mathematics, social studies and anthropology. But such subdivisions need not always, or even usually, be by conventional subjects. For example, Communications may include such substructures as English, another language, the processes of trade and commerce, and the techniques of mass media. Under Humanities a school may include philosophy, comparative religion, and the arts—fine, practical, and physical. The curriculum for this period will include a variety of exploratory electives, some of the short-term or semester type, with concurrently a program of guidance and counselling to help the pupil make decisions regarding his further education.

-The senior years

The curriculum for this phase of learning is designed for students usually about 15, 16, or 17 years of age. But since the proposed school is ungraded, and since pupils from the time they approach this level will not be restricted to any one classroom or teacher, there will be no fixed year for beginning any course or sequence of courses at this stage. Every pupil enrolled in a course or courses during this period will have an individual timetable, and his choice of courses will be limited only by his interest and ability. Under no circumstances will he be restricted to a vocational, academic, or otherwise designated program or stream, since these divisions, like the barriers of grades, will be non-existent. The essential characteristic of the proposed curriculum at this stage, as compared with the present curriculum, will be the very great number and variety of offerings from which a pupil will be free to choose. Although he will ordinarily be expected to do some work in each of the three defined areas, only the size and resources of the school will set limits to the curricular offerings available.

Such proposed offerings in the senior years will include studies with a variety of emphases related to academic and vocational fields. They will also include other familiar subjects, such as music, art, home economics, and industrial arts, which are not distinctly academic or vocational. The proposed curriculum is not intended to obliterate present offerings. But even with a free choice of options, these subjects alone and in their present form will not hold the interest of all students in a composite school. The major purpose of this school is to ensure the general education of young people. But it is one thing to offer what purports to be general education, and quite another to ensure that general education is received. It has been customary to assume that instruction in academic subjects of a more or less exacting type will necessarily impart general education, or to speak of general education with vocational orientation and include a few academic subjects in vocational programs as a safeguard. Academic disciplines do provide general education for some students, but not for all. Most vocational subjects can be taught in general terms, and should be. But this is not always done today.

In the curriculum described here, many pupils will receive general education from curricular offerings which enable them to pursue the study of content that they regard as significant in what they consider an interesting and effective way. Applying the philosophy of the earlier years to the intermediate and senior levels, the curriculum for older pupils must include more offerings that are neither vocational nor strictly academic in character. Some of these will appear to be new subjects, and some will be related to several conventional subjects. But the new offerings will not be intended as subjects in the sense of being parcels of structured content predetermined as valuable regardless of the response of pupils. They may take the form of an investigation by a pupil or pupils of any topic or problem or any form of art or human endeavor. They may require creative activity in any medium. Examples of these and other learning opportunities appear subsequently in narrative accounts of the experiences of individual pupils.

Because of current technological progress and requirements for employment, more should be said about vocational training. We hear and read constantly today that more education will be needed for occupations tomorrow, that everyone will need more education of a basic,

theoretical, or general character to be versatile or adaptable as new skills are required and that, at the same time, education for leisure is becoming more and more important. Together, these statements point to a conclusion that twelve years of schooling beyond kindergarten should give general, academic, and vocationally oriented education, but leave training for specific trades or occupations to post-secondary-school institutions.

In the proposed curriculum there will be no place for streaming by general intelligence or overall achievement. In addition to the more usual arguments against this practice there is evidence that teachers' expectations affect the achievement of children, most markedly in early years, and that streaming appears to divide pupils on the basis of socio-economic background. This last statement might be made of separation into academic and vocational streams or programs. In the senior years, and to some extent in the intermediate also, pupils will choose individual subjects or courses at different levels of difficulty and may complete requirements for university entrance at an earlier or later age. It also follows that pupils at present rated considerably below average in

ability and a significant number of those at present segregated in 'occupations classes' could be integrated with other pupils in the suggested curriculum. Among the many reasons for this are the emphasis placed on attention to individual pupils, the reduction of structured courses and formal examinations, and options at different levels of intensity during this period.

The Committee therefore takes the position that a form of comprehensive school is best suited to offer the diverse study opportunities that should be open to all students, and argues that only such a facility can prevent unwarranted segregation of students, premature selection of vocations, inflexible programming, and limited fields of learning experience. Nevertheless, the Committee wishes to stress the importance of providing a truly comprehensive program that will ensure that vocationally oriented experiences have their rightful place in the school.



The design applied

Thus far, this section of the Report has presented a broad outline of the design for a new approach to organized learning. At this point, several examples are offered of *how* such a design might be applied in school situations. The first example describes a boy's general learning experience to age 14.

—In early years

Stephen's 'learning program' begins months before his birth. At that time his mother visits the child-care clinic and registers for prenatal care. She also enrolls as a student in the child-care and development courses provided at the school. In these she learns about the characteristics of infant growth, with emphasis on the learning experience. The classes are voluntary and staffed by health and education personnel. After his birth, Stephen is examined by a clinic team over a period of time during which his development profile is initiated and his potential diagnosed. The latter is one of the reasons for Stephen's beginning nursery school at three years of age, in facilities which are part of the school. Attendance is optional and on a half-day basis.

The program in the nursery school is non-academic and is part of the genuine responsibility of the school staff, which includes the school faculty, the resident nurse, a counsellor, and an itinerant psychologist. It also includes school assistants and itinerant ancillary medical services.

In his fifth year, Stephen's profile begins to reveal the following characteristics: poor physical co-ordination, passivity, some creative ability, good tonic sense, and a strong interest in reading. At this point he enters a kindergarten program on a half-day basis. The program emphasizes social experience and is sensitive to the conditions indicated in his profile. His major interest group is music, and for him there is an emphasis upon tactile activity and word experience.

Wide use is made of educational aids, and Stephen has access to a tape-recorder, musical instruments, and so on. Great attention is given to developing in him a sense of responsibility and he is also provided with free time on a daily basis. He also spends a good deal of time out of doors in activities that have a heavy physical emphasis. This part of his program often involves school assistants. Frequently these people are potential teachers

who, during their final year at school, have indicated their intention to become teachers and who spend part of their time in schools like Stephen's as part of their training. Movement into the second-year level is flexible and Stephen joins this phase in April. The school year is now divided into three semesters, each of three months' duration, as follows: January to April 1; mid-April to mid-July; mid-September to mid-December. Stephen can enter the phase on any of three points in the calendar year. He spends three semesters in phase one before moving on in April of the following year. During his primary years, he experiences a program that is largely self-directed, experienced individually and within a group, and planned by his home teacher and members of the primary teaching team. His program has three bases of organization: Communications, Environmental Studies, and Humanities, with the first of these being the prime base at this level. He, of course, is not aware of any such division.

Stephen begins his day by selecting one of six interest areas in the room which are based on reading skills (communication), number concepts, exploratory science, local environment, the arts, and manipulation skills. On a typical day he begins in the number corner, moves to science, and then joins classmates for reading skills. He may or may not touch most of the interest areas in any one day. He does, however, experience communication skills on a daily basis, including oral French. He enjoys a good deal of mobility with his classmates, planned by his teachers on a team arrangement. He has no report card, but a profile of his experiences and skills is kept up to date and this forms a basis of regular consultation with his parents, who are also encouraged to visit the classroom at various intervals while it is in operation.

During these three years, the same teacher remains his base or 'home' teacher, but his program is the result of team planning, team teaching and the contributions of assistants, specialists, and resource people within the community. He receives a regular medical examination, and dental work is done as a matter of course.

At the end of the third year, he moves to the junior level in a building which is part of the same complex.

Although the change is almost imperceptible and Communications is still the base on which his program is built, Environmental Studies and Humanities receive more and more emphasis. He is still allowed to select his topics or activities of interest each day and the skills available to him cover a range of five years. Thus his music experience is at the advanced level while his number skills are at a level lower than that of most of his peers. His profile is still the major indicator of his progress to the teacher and the parent, and the prime factor in adjusting his program to meet his needs.

Stephen, along with his classmates, has experienced a large number of field trips, and one of these involved an overnight stay at a school hostel less than a hundred miles from his home. Among other adventures, he has hiked, slept out-of-doors, seen a computer, attended a number of music concerts, been on board a ship, cooked a meal, and acted in a French language play. He also plays in the school orchestra, although most of its members are drawn from the intermediate level.

At the end of his third year of this period, he enters the intermediate phase. Here he is confronted with a curriculum that has the same three-sided base, but now he finds certain themes emerging in more clear-cut fashion. In his school, these are of three types: those which are obligatory (mathematics, English, social studies, science), those which are elective (about four themes offered in each base), and those which are available in the free-time interest area. He elects to take instrumental music, conservation, and French. Among the interest studies pursued in his free time are psychology, music, and aerodynamics. He would like to have chosen printing, but it is not offered at his school. However, it may be next year since several of his schoolmates have also shown an interest in this area.

During these three years he retains one teacher as his mentor and this teacher is basically responsible for his program. Other specialist teachers on the staff are ancillary, and provide for Stephen's learning in their areas on a contractual basis.

During the third year of this period he begins to take instrumental music at the senior level. He does this by going regularly to the senior part of the complex to which he will transfer the following year.

By now his profile shows definite trends in his abilities and interests, but no attempt is made yet to channel him into any special area of instruction. Apart from the fact that he selects his studies from the three bases of curriculum, his program is entirely based on his interests and aptitudes. His profile will carry evidence of this experience and accompany him to the senior and final level of his school experience.

During this period, a number of characteristics are reflected in the program offered at his particular school:
 -About two-thirds of school time is spent in the three general areas of emphasis in each year.
 -A variety of exploratory options are included in the remaining one-third of the time. These options are loosely related to the three areas of emphasis. Semester options are available and the range of topics is governed only by aptitudes of teachers, resource people from the community, and availability of programmed courses and other aids.

-Pupil choice of exploratory options is free. Content is adapted to the ability of the child.

-One teacher undertakes responsibility for a class for all three areas of emphasis—although this does not preclude variations in teaching patterns—for example, team teaching, use of school assistants and community resource people, exchange of classes, joint periods, and so on. This responsibility includes counselling and co-ordinating of the pupils' work with all teachers, assistants, and aids, and the teacher may continue with the same class for more than one year.

-Three teachers and their classes, a total of 75 to 100 children, constitute a team for the co-operative planning of the pupils' programs. Each teacher is responsible for his own class within the larger group. This teacher group assumes many of the principal's former organizational functions directly related to the children.

-Locally devised curriculum guides provide for the deliberate integration of studies.

The accompanying illustration serves to indicate the relationship between the area of emphasis, the theme being explored, and the activities that may relate to it. It also reveals the shift in emphasis from subject-oriented instruction to interest-oriented

learning. It is assumed, of course, that no severe lines are drawn between the areas of emphasis, and that a good learning program would allow considerable overlapping of topics and activities.

Communications Environmental Studies Humanities

Theme -Language in Business Possible Topics:	Study Unit -An Industry in Quebec Possible Explorations:	Possible Activity -An Operetta Possible Experiences:
Advertising Contracts Sales Psychology Professions Mathematics Charts Writing	Resources Conservation Living in Quebec Production Skills and Training The Product and its Uses (activities might include play production in French, and twinning with a Quebec school)	Planning Script Writing Writing the Score Preparing Scenery Making Costumes Production Presentation Research Reading

The following indicates the variety of offerings that are available in the senior section of the curriculum, and some of the characteristics that apply:

Economics
 General Economics
 Consumer Economics
 Economic Problems of Canada

Electricity
 Electricity in the World Today
 Use and Repair of Appliances
 Pre-vocational Course for Electricians
 See also Physics

Electronics
 Electronics in the World Today
 Electronics as a Hobby
 Pre-vocational Course in Electronics

English
 Expression and Comprehension
 -General: 1, 2, 3, 4
 -Academic: 1, 2
 -Advanced: 1, 2
 Literature
 -General: 1, 2, 3
 -Academic: 1, 2
 -Advanced: 1, 2
 -Topical Studies: 1, 2
 Business English: 1, 2
 Journalism: 1, 2
 Voice and Speech
 -General
 -Advanced
 -Remedial

In the illustration the Arabic numerals indicate consecutive courses. The terms 'General,' 'Academic,' and 'Advanced' are used to designate courses at three levels of interest but suitable also, respectively for those who are: a) taking a course as a matter of general interest or for ordinary purposes in life; b) taking a course as preparation for study in university; and c) pursuing the subject in depth because of special interest and

ability. Most of the courses under economics, electricity, and electronics are of the general type although individual learning experiences at an advanced level may be sought, especially in electronics. Under English, 'topical studies' are also conducted as individual or group learning experiences in some such field of special interest as the novel, the short story, lyric poetry, or a comparison of contemporary and traditional drama.

-In the upper years

When Stephen moves on to the senior phase of his learning program, the change is almost imperceptible, since his learning program has already reflected many of the characteristics of the program now offered. Again, since the building complex accommodates several levels of learning, transfer does not reflect stratified divisions of the school curriculum. He is a member of a school community housed in a cluster of buildings accommodating about two thousand pupils

The school is not an institution structured to provide a classroom and teacher for every 30 pupils. It is a centre for learning, and it offers a very great variety of courses, planned learning experiences, directed research activities, and opportunities to develop taste, appreciation, understanding, and skills in special fields of interest. More startling, it has convinced the young people who attend it that it has more to offer of interest and value to them than anything else they encounter, and certainly more than the alternative of quitting school for a job

There are various arrangements for learning in this school. There are some conventional classes, but there is also individual and group study directed by the teacher or by a printed guide with references to books, films, and other resources, programmed learning, discussion, and individual research. An essential type of instruction and experience at this level has to do with facility and resourcefulness in finding and using information through resources in school and out; it may include a terminal for information retrieval from a central computer and its memory adjuncts.

To illustrate the flexible organization of the school at the senior level, let us consider what pupils might be in Miss Brown's class in literature at the academic level. Perhaps 20 of the 30 would be university-bound pupils in their ninth or tenth year of schooling. Four might be pupils without university aspirations at the time but electing in their tenth year this course instead of the general course because of special interest and ability. Five might be pupils in their eleventh year who were late

in deciding to prepare for university. One could be a girl in her eighth year who has ability and a preference for academic study in languages, but this could happen only if the school or cluster of schools offers the curriculum of at least part of the intermediate years as well as the senior

The following description of several of Stephen's companions in the proposed program reveals the wide choice of options inherent in this type of school:

Sherrill has definitely decided to prepare for work as a secretary. Up to her ninth year she has taken broadly-based general education courses not restricted in content to traditional subjects. From the ninth to the last years she takes skill subjects, business English, and other commercially oriented courses for five-eighths of her time. For continuing general education and her own interest she elects courses such as 'Science in the World Today,' theatrical production, and modern drama. After completing her tenth year Sherrill can not change her vocational goal without loss of time, but her electives make school and life more interesting

Gale is a friend of Sherrill and takes the same work until Christmas of her tenth year. Then she decides to become a dietitian: this will necessitate university training. During the following semester, instead of commercial subjects, she takes programmed instruction in academic English, mathematics, and chemistry to prepare for admission in the following September to classes in these subjects at the tenth or eleventh year level. Instead of 'Science in the World Today' she takes ninth year French, compensating for her late start by other work in the language laboratory. By the end of her eleventh year she is at about the same stage as other university-bound pupils

Bill is academically oriented and gifted in mathematics and science. From his seventh year he uses the three optional periods and from the ninth year virtually all periods for academic courses, so that he has satisfied university entrance requirements for the mathematics and physics course by Christmas in his eleventh year. During the rest of that year he attends school only half-time, largely for independent study, and he becomes a university student one year in advance

George is earnest and ambitious but economically handicapped. For this reason, he has chosen to become an electrical technician rather than an engineer. From his seventh year, his interest in maths and science sharpens and he elects the most challenging studies in these areas. From his ninth year on, although he still intends to be a technician, his ability in maths and science enables him to choose university-oriented courses in these subjects and during his optional periods, he selects other studies that will satisfy university entrance requirements. He works as a technician during the summers after the age of 16, and after his last year he decides to take advantage of university admission that was made possible by his studies of the previous four years.



The above examples illustrate the advantages of flexible organization. The following examples give a glimpse of the more vital characteristics of the suggested curriculum

Richard at the beginning is a 'problem' student. For eight years he has attended a school of traditional type in another locality; then his family moves into a district using the new curriculum. He comes to this school with the intention only of putting in time until he is legally free to leave school. It surprises him a little to find that the day begins with an open discussion on problems with the teacher-counsellor to whom he is assigned and, though somewhat reluctant, he agrees to an appointment for a conference alone with the teacher. There are several such counselling sessions. At first Richard is encouraged to pursue his special interest in motorcycles by taking the regular course in motor mechanics and by undertaking special studies in natural science, social science, and literature. This makes him more amenable to instruction in English expression and comprehension. But in his first semester he keeps the three permissive periods free until he accepts the habit of going daily to the room where a current events program is shown by videotape. He then finds other interesting films in the library and looks at them in a carrel of the learning laboratory. Soon his time is all used to advantage, his interests broaden, and he enrolls in general courses in mathematics, science, and English.

Susan might also have been a problem in the traditional secondary school, since her prime interests seem to be other than school subjects. But she is able to pursue her interest in clothes, not only in connection with home economics but by means of directed study guides on costumes obtained in the library. This leads her to films and books and, probably because of their reference to

the theatre, she watches a group of pupils rehearsing a play—one of several groups composed of those who have found they have interests as well as spare periods in common. Here Susan encounters Greg. It is impossible to say whether it is Greg or the method used in this school's curriculum which causes Susan to enrol in a regular course in drama, to win a part in a school play, and to study oral French after being introduced to French theatre. The credit cannot be allocated because both Greg and freedom of association are parts of a student's experience in this school. In Susan's case the method results in the sacrifice of packages of memorized and quickly forgotten facts in favor of the cultivation of interests that overcome boredom and encourage a lively interest in learning.

Joyce is an agitator. Her special interest is ballet, and she persuades the school to obtain extra books, films, and tapes on ballet; but she devours them quickly and insists at meetings of the student council that her school should have an instructor in ballet. She is succeeding to the extent that a new member of staff next year will offer a course in the interpretation and appreciation of ballet. Her case reveals four characteristics of the new school: it is willing to introduce new studies and activities; the students have a means of expressing their desires; the students may get direct experience in the democratic process; and for all these reasons the students are interested in their school



It is not possible in a report of this nature to discuss in detail all aspects of the proposed curriculum. During the course of the Committee's deliberations and observations, however, a number of areas emerged that are of sufficient importance to deserve the special attention of those who plan for curriculum changes. These areas have to do with facilities for learning, curriculum content, school organization, and the climate for learning that should pervade all schools. Finally, in keeping with its belief that educators should be sensitive to the needs and expressed desires of students, the Committee presents opinions representative of those of students in today's Ontario schools.

School Facilities

The modern Ontario school is attractive in design, and although a certain conformity across the province suggests either a lack of imagination or controls exercised by the Department of Education, the efforts of architects to beautify school buildings are commendable. Recent departures from the antiseptic, institutional appearance of school interiors are welcome changes. Trends away from uniform classrooms and long corridors, together with more widespread use of textured surfaces and various lighting intensities are demonstrating the effects of these environmental factors on the behavior and attitudes of children.

Encouraging, too, are the developments in school and site design emerging from the Department of Education and certain local authorities. A publication produced by the Department of Education Division of School Planning and Building Research offers many new approaches to the planning of school grounds. Called *Site*, it offers suggestions for the functional and aesthetic design of school sites that are in keeping with the activity-oriented curriculum supported by this Committee. Special reference is made, for example, to the use of trees and grass, and leads one to consider whether the latter might, indeed, be considered an expendable item of maintenance in certain environments.

Again, the search for flexibility and a desire to check spiralling costs of school construction is reflected in a major research study sponsored by the Metropolitan



Toronto Board. The first report of the *Study of Educational* was produced in 1968, and it suggests how standardized modular units may be employed to reduce costs and provide for flexibility on a wide scale.

The employment of aesthetic design, and functional flexibility in keeping with financial ability are major interests of this Committee. The modern school must do more than house the learner. Its very appearance must be an invitation to adventure. It must be so erected that it can grow or shrink, and yield its shape according to new needs and emphases as they emerge. It must stand not as a monument to today's enlightenment, but as an adjustable instrument for tomorrow's learner.

The Ontario student has a right to expect a school environment that reflects the age in which he lives. In this period of technological advancement and modern amenities, it is not unreasonable to plead for schools that have adequate libraries of books, films, tapes, programmed materials, and other resources, with spacious areas for study and well-equipped learning laboratories adjoining the libraries as well as compact TV and motion picture projection rooms, music rooms, cafeterias, and areas to any of which pupils or groups of pupils may go in spare time or for special purposes. It is reasonable, too, to expect a school to have such familiar facilities as an auditorium, a gymnasium, and perhaps a pool; some rooms large enough for a team of teachers and three or four classes—carpeted rooms with acoustical tile to make different concurrent activities possible; and rooms with

furniture and furnishings that are comfortable and aesthetically satisfying. Such a school is an invitation not only to young learners but also to the adults of the community, who are making increasing use of schools as cultural and recreational centres.

Schools of today and tomorrow might be expected to have classrooms with carpeting to permit children to work on the floor and some with a small platform for drama; costumes and masks, puppets and marionettes, a classroom library of books, magazines, special lamps, and pictures; a typewriter; picture-making equipment for sketches, murals, and posters; still and motion-picture cameras; projection equipment, including a screen and drapes to darken the room; radio and TV, certainly a tape-recorder and tapes, and perhaps a record player and records; duplicating equipment; a workbench

and sink; scientific equipment; and adequate storage space for material and supplies. All of these, and more, are part of the equipment of our most modern schools.

But even a well-equipped school must not be regarded as a self-sufficient educational institution which can in isolation provide all learning experiences needed. The child lives in a wider world from which and about which he needs to learn. Although he does learn much about it on his own, such experience is deficient in comprehensiveness and quality. If only for this reason his teacher might be expected to conduct tours to such places as museums, art galleries, buildings in which the processes of local, provincial, or national government may be observed, theatres, institutions of higher education, weather stations, and unspoiled natural settings. From visits to these and other places the student learns at first



hand what might otherwise escape his notice or fail to arouse his interest. Similarly, the outdoors, sometimes at a distance from school, may be utilized for various types of pleasurable exercise, recreation, and learning

Further mention should be made of the recent advances of technology in education. These advances have more to offer than amenities to learning. They present one of education's greatest challenges. If education must prepare the young for an electronic future, it must not only find ways of using the devices effectively in schools, but also must provide a learning environment that will prepare the student for life in a world already tuned to an electronic environment that has heightened sensory perception and supplanted traditional linear experience. Thus the question, not only of how to teach with technological tools, but what to teach because of them, becomes a matter of immediate importance.

Nevertheless, the new technology is a route rather than a goal, and educators would be wise to assess carefully the strengths and limitations of its tools. Of these, the television set and the computer seem ready to make the greatest impact on schools. The use of the former in Ontario is discussed in the chapter 'Organizing for Learning.' With regard to the latter, the Committee suggests that a study be made of the methods of its co-ordinated employment for optimum gain across the province. Further mention of this subject will be made later in the Report.



The skills of communication

The major essential for the achievement of virtually any curricular purpose is the acquisition of the skills of communication. Language is not the first or only means of communication, but it is the *sine qua non* of education in civilized society. The school must teach accepted usage of language and a discriminating vocabulary if pupils are to understand what they hear and read in almost every branch of knowledge and if they are to be able to think and express their thoughts in relation to such knowledge. Comprehension of English (or French, or other vernacular) and ability to use it must therefore be achieved by all who are to progress with maximum advantage through school. Together with simple mathematics, they constitute the one skill which must be measured and brought to an acceptable standard in keeping with the pupil's ability.

The teacher, of course, must not at any stage restrict instruction or learning to bare essentials. Motivation alone demands that there be enrichment and freedom. A considerable number of children have a gift for imaginative and poetic language, and they must be encouraged. Others will see the potentialities of advanced skills in the use of language; they may aim at Fowler's "spare and vivid precision of educated speech," or may see how labor in writing can make a sentence immediately and easily clear to the reader—a process similar to Horace's "art which conceals the art." They, too, must be encouraged. But all that is required of most pupils is simple clarity and accuracy in expression and comprehension.

Modern media of communication have reduced the need for some conventional skills or have made them obsolete. When every place of business has a calculating device, there is little use drilling children for speedy accuracy in the addition of several columns and neglecting to teach mental calculation of close approximations,



the skill one needs today. In these days of color photography and motion pictures, descriptive essays in school can be as anachronistic as the lengthy descriptions in novels by Sir Walter Scott. More startling and difficult to appraise educationally are the effects of instant communication from every part of the world. Certainly they negate the single stream of logical development which, as McLuhan points out, has already threatened conventional fiction and drama. Many older people believe that skilful presentation in school can, with advantage to future generations, maintain appreciation of consecutive development which sustains interest in plot and narrative. At the same time, however, even older people must learn to respond like the young to a multiplicity of impressions, concurrent or in a montage, which jump about rapidly in time and space and from the objective to the subjective for no apparent reason.

As for language, it is imperative to abandon in all teaching or directed learning, except for senior students in academic courses, what strikes most pupils as useless and repulsive—dreary drill on spelling, for example, or dull expositions of formal grammar. Traditional teaching was designed to elicit a required response. Modern guidance of learning experience must encourage a free and creative response. The teacher must learn to understand and accept the child's manner of thinking, speaking, and writing, for communication is and must be a two-way process. If not treated with disdain for what he is or what he does, a young person exposed to a better mode of communication will come to prefer it. In the primary years at least, where nearly all of the learning experience is an exercise in communication, there should be no division of language skills. Only the teacher should be aware of listening, speaking, reading, and writing as a classification of objectives to be achieved. Even later, although pupils may recognize the distinction among skills because time is sometimes allotted to one or another, the teacher must be on guard against the

devitalizing effect of formal divisions of learning. Especially should he recognize that communication by language blends with other forms of communication in various fields of learning in school.

It is also important that schools recognize the value of other means of communication, such as the dance, pantomime, and dramatic arts, and the mass media of journalism, motion pictures, radio, and television. In so far as time is spent chiefly on appreciation and interpretation, as is done in the study of literature and occasionally of music and art, the increased attention asked probably belongs to what, in the curriculum trinity proposed by the Committee, is called Humanities. But all the arts are means of communication, some of which are more familiar to children than all but the simplest language. One might single out creative drama as an activity which has impressed one favorably, or commend the increasing number of schools in which the planning, making, and editing of motion pictures is used as a well-motivated exercise equivalent to writing a composition. But to select these two is to neglect other activities equally important. It must, however, be said emphatically that pupils should be encouraged to do more in these media, and to do it with imagination and ingenuity. They should also be cautious about accepting McLuhan's contention that the medium is the message. In the new schools pupils will learn, it is hoped, how to transmit any information, ideas, impressions, arguments, or stimuli to thought or feeling either by a variety of media or by some one appropriate medium.

Bilingualism

In the area of communications, a major question arises with regard to bilingualism in Ontario. The importance of this area of learning arises from several basic assumptions which the Committee feels to be relevant to education in Ontario.

The modern world is multi-lingual. The revolution in travel and communications has made us neighbors of many peoples whose mother tongue is not English. To understand and communicate with these neighbors, we must master additional languages. The day of unilingualism and splendid isolation is over. The English-speaking person should no longer expect others to learn English in order to communicate with him.

Canada's major national institutions—its Parliament, its Senate, its federal courts—are officially and legally bilingual. At the least, this seems to require that participants in public life be bilingual; at the most, it suggests that the spirit advocated by the Fathers of Confederation for this country is bilingual. The mastery and use of two languages adds to, rather than detracts from, the strength and resources of a country.

Further, it seems clear from the evidence available that a second language is learned best in childhood. Indeed, research seems to suggest that many children can 'pick up' or learn a second language at an elementary level, without difficulty and without adverse effect on their mastery of the first language. The emphasis in second-language teaching should be oral rather than grammatical or on composition and literature.

Provided that the second language is properly taught, language training can be an antidote to parochialism and provincialism. It should add a cosmopolitan touch to education by introducing the student to a new culture and to new ways of thinking and behaving.

These assumptions are strengthened by the position taken by Ontario's Prime Minister, the Honourable John P. Robarts. During the Confederation of Tomorrow conference held in Toronto in 1967, he stated that the central issues related to Canada's future were language, constitutional change, and regional economic differences. At the federal-provincial Constitutional Conference



held in Ottawa in 1968, he stated Ontario's position with regard to the first of these issues, when he said, in part: "Our view of the Canada of today is based on the fullest, most practical national appreciation of our two linguistic communities." Prime Minister Roberts suggested further that the price of national unity is the willingness and the ability to acknowledge the mainstream of our heritage, and that Ontario is prepared to move toward bilingual ability in accordance with the recommendations of the Royal Commission on Bilingualism and Biculturalism.

The Committee feels that instruction in the use of the French language is a prerequisite to this commitment, and recommends that all English-speaking children be given an opportunity to develop their ability in this language from their early years at school. Similar attention must be given to the teaching of English to Ontario children whose first language is French.

To meet the need for more teachers with ability in the French language, and particularly with ability in French as their mother tongue, the Committee urges that greater use be made of the teacher education program that now exists within the University of Ottawa. By making maximum use of this faculty of education, the teaching force needed to implement the recommendations of this Committee would be significantly strengthened.

Total bilingualism is not the expectation of this Committee; rather, it is urged that the opportunity be made available for more children to become increasingly fluent in the second language, and that positive attitudes toward those who speak other languages be established.

Canadian studies and the curriculum

In the opinion of this Committee there is a growing need for a fresh approach to the development of attitudes with respect to Canada, its past history, its present character, and its aspirations for the future. The current Canadian struggle to establish a national identity reflecting its multi-cultural nature and its bicultural base, and the need to develop a national spirit that transcends the bounds of narrow nationalism, demand that the traditional methods of teaching historical content give way to a fresh approach. The Committee's position in this regard is strengthened by the results of a recent study of the subject. The National History Project, sponsored and supported by Trinity College School of Port Hope and assisted by the Ontario Institute for Studies in Education, points to the fact that current methods of teaching history across the nation fall far short of achieving worthwhile objectives. Vast amounts of energy are devoted to the consumption of factual content that is biased in selection, places undue emphasis on personal achievement, is constitutional in nature, and is almost totally unsuitable as a tool to understanding today's problems. In such an exercise, the student is all too frequently a passive recipient of content of which he has little comprehension and for which he has even less use. The result, as indicated by the study, is a woeful ignorance of the real problems that confront Canadians today, and more to the point, an inability to contribute constructively to their solution. An extract from the Project report says, in part: "The only intellectual tools we have for achieving understanding and, hopefully, solving the problems of our society are the disciplines that direct themselves to these questions. To begin a search for understanding that is truly meaningful, these contemporary problems must be faced in the terms of the discipline and in terms of a course built around an interaction between problems and disciplines. There seems no reason to believe that such a multi-disciplinary,

problem-oriented course is impossible to develop and teach; we believe that an approach along these lines is the only way of seeing the future of Canadian studies and, we should add, all social studies."

Without dwelling in detail upon this aspect of the curriculum, it seems obvious that improvement is dependent upon three factors: teacher ability, selected study areas, and approaches to learning. With regard to the first, the sensitivity to the human story, together with knowledge of the various threads that are woven to produce it, should be recognized as prerequisites to reaching in this field. Simply to teach more history is not the answer. Instead, areas of study should be extended in variety to permit students to probe the many problems of past and present that have a bearing upon social conditions. Wherever possible, students should be exposed to historical evidence rather than points of view and, through free discussion and research, be permitted to seek answers and conclusions that may be at variance with established points of view. From their early years, pupils should be encouraged to reach beyond the confines of history textbooks and conventional courses of study to explore a multitude of resource materials in their search for understanding; such an exploration should include approaches to learning that develop not only an awareness of civic and historical issues but also a skill in research and a habit of inquiry that will serve the student in his future role as a citizen.

Health and physical education

Since good mental and physical health are essential in achieving maximum benefit from the learning experience, this area of the curriculum deserves special consideration. In this connection significant trends in our society have emerged to demand the attention of those who provide learning experiences for young people. New forms of mental and physical stress, changing codes of ethics, and new advances of leisure time have placed new responsibilities on the school. In the face of these trends, from drug consumption to spectator sports, from sexual ethics to physical development, the curriculum must demonstrate new ways of helping young people to meet the problems of reaching for emotional and physical maturity. It is not enough to provide the traditional series of 'health lessons' in the name of health education, or to provide regular periods devoted to popular team sports. Programs must provide, not the prescription of conventional courses, but learning experiences which will help young people in searching for solutions to the immediate problems that all young people face as they develop. For a boy of poor physical prowess, a sense of adequacy is just as vital as skill in games, perhaps more so. Likewise, freedom to ask questions and to get accurate answers regarding seemingly calamitous physical development is of greater consequence to a young girl than ability to name the parts of the body.

A good school will be sensitive to the emotional and physical needs of its pupils and will respond to these by developing programs that reflect this sensitivity.

The Committee also feels that in view of the need for increased emphasis upon mental health and leisure, a change from the present term 'physical and health education' to 'health and recreation' might invite more meaningful curricular approaches to all aspects of health and leisure.

Discipline and responsibility

It is necessary at this point to discuss the persistent problem of discipline and punishment, which frequently casts a shadow over the pleasant school atmosphere that is so vital to learning. There is a large element of truth in the statements of psychologists and others that when the teacher is cheerful and helpful, the pupils interested, and other such positive factors are dominant in the learning situation, discipline ceases to be a concern. It is also true that some teachers, whether largely authoritarian or permissive, seem never to have any trouble developing an attitude of co-operation in pupils. But for many teachers the maintenance of good discipline is a problem, and thus this subject is a matter of concern for this Committee.

Our social heritage is a complex structure of higher and lower authorities giving nearly all adults the right to inflict pain or penalties on those beneath them and so perhaps make their own suffering more tolerable. During the last century the overt use of such power has become no longer apparent in the treatment of lower classes by the higher, and some little doubt has arisen even regarding punitive treatment of law-breakers by the law-abiding. But there is no man or woman so low in the order of humanity as to be without someone over whom he can assert authority, even if it is only a child. Children are the ultimate victims in competitive civilized society and may be the last resort of those who feel the need to demonstrate superiority over someone else, and many adults are not receptive to arguments against it.

Traditionally, punishment has been accepted as necessary if not desirable in our schools. Throughout the long history of schooling, obedience has been the byword of

behavior. Obedient pupils were 'good'; disobedient pupils were 'bad.' When rules were broken, children were punished on the assumption that the result would be improvement, not only of conduct, but of the misbehavior itself. Inconsistent in application and frequently unrelated to the misdemeanor, a veritable parade of punitive practices has marched through our classrooms of the past and into the present day; and although many teachers struggle valiantly to improve disciplinary practice, a disturbing array of punishments is still meted out in the name of good discipline and authority. The Committee recognizes the need for pupils to learn that behavior has its consequence, but can find little to defend, solely as means of correction, such punishments as the writing of lines, isolation, detention after school, extra work, sarcasm, and ridicule.

Further, in view of the powers now granted to school principals and boards to suspend or expel pupils from school, the Committee urges that the legislation relating to these powers be reviewed. To turn a pupil out of school without alternate provision for his needs is contradictory to the purpose of education.

The Committee is opposed to the use of the strap as a form of correction, and therefore strongly recommends the abolition of corporal punishment from our schools.

A child is not a young adult and just as we accept his need to increase in wisdom, we must assume his need to grow toward maturity of conduct. The application of punishment in the area of behavioral learning is no more defensible than its application in any other area of learning.

Further, punishment is demoralizing because it negates moral responsibility. It fosters cynicism and a

belief that the thing to do is simply to avoid being caught by those who have authority to punish. It also causes those who are caught to think that they have paid their debt to society by virtue of the punishment received—an attitude indicative of amorality and irresponsibility.

But the question remains. If punishment as a means of control is removed from the school, what alternative has the teacher? The Committee suggests no simple alternative. Rather, it has found its position in the clues inherent in the learning process, in the aims of education, and in the performance of those teachers who seem to have little need for punitive classroom practice. Each suggests that the development of a sense of individual responsibility is a major goal in education. If this is so, then it is argued that this sense is developed, not by the imposition of rules set and enforced by an authority



which inflicts punishment for violation, but by assuming that children can and should learn to make their own decisions and to take responsibility for their actions in an atmosphere that is positive and encouraging.

Teachers can take definite steps to develop a sense of responsibility in children, and the Committee offers the following by way of example

- Have pupils plan and manage their own routines of study
- Encourage pupils to suggest ventures in learning which they would like to undertake
- Encourage joint or group undertakings
- Provide for pupil management of certain school affairs
- Reduce assigned homework in favor of pupil-planned study or practice
- Provide adequate guidance programs to enable pupils to set more remote vocational goals and to plan their own educational progress
- Apply only those rules that are necessary for the maintenance of a healthy, invigorating and pleasant learning atmosphere.
- Give pupils practice in making decisions of a personal and social nature

Not only to help remove punishment and encourage a sense of responsibility, but for its own sake, moral development should be a major concern of the school. Moral development means helping young people through practice to make moral decisions. Although no fixed rules of conduct are taught, certain values or principles emerge in the process—mainly respect for and consideration of others and a commitment to truth, honesty, and fairness. The developmental process in school lies in free discussion, often among small groups of pupils, of questions encountered in literature and social science, and sometimes of problems that arise in the operation of the school. In addition to its value in relation to ethical aims, this approach has the advantage of gaining the respect of pupils for the school when they find that the teacher respects their opinions instead of dismissing the discussion by giving his own views as the right or authoritative answer.

How much any teacher can do for any one pupil in school obviously depends to a considerable degree upon

the upbringing of the child at home, which may or may not be compatible with the teacher's efforts. It depends also on what has been done or is being done by other teachers in the school. It is not possible to adopt suddenly completely, and regardless of circumstances a new approach to education. It is necessary instead to make a firm decision regarding the direction in which it is desirable to go and then do everything possible to help individual pupils move in that direction



Grade 13

As already noted, the Committee favors a publicly-supported school program of thirteen years including kindergarten. In this regard the Committee is pleased to note that the intent of much of the *Report of the Grade 13 Study Committee*, made to the Minister of Education in 1964, has been carried out. The major recommendation of that group, however, was the replacement of the thirteenth year by a Matriculation Year, which pupils could complete after twelve years following kindergarten. This Committee does not see any need to reiterate the arguments presented in 1964, but simply wishes to endorse the recommendation concerning the abolition of the thirteenth year. With the introduction of the Colleges of Applied Arts and Technology, the wide range of alternatives urged by the Minister's Committee in 1964 is now available to Ontario students. In addition, the skewing of the entire school system in the direction of university preparation has been corrected to a considerable extent by the removal of the Grade 13 external examinations. It is now necessary to complete the move toward equal opportunity by providing twelve post-kindergarten years of schooling of a comprehensive nature in the publicly-supported system for all students.

From the pupils' point of view

Related to these observations concerning the learning program are the views held by students themselves. The values held by young people and adults are in some respects quite different. Until recently, and to an unreasonable extent even now, this was regarded as a difference that a few years of growing up would eliminate. But older people must admit that pupils in school have a clearer appreciation of some aspects of life today and that their ideas about education cannot justifiably or safely be ignored.

The Committee held two public hearings for pupils to express their views, and members of the Committee talked on many occasions with individual pupils in the many schools that were visited. The following summary

is a reflection of opinions by these pupils and others who recently attended schools in Ontario. The summary also includes a number of responses to a questionnaire related to economics and education. Their use is not meant to imply that a thorough study was made of student opinions or that students' views are totally negative. The replies merely indicate what some students say when asked to describe how education might be improved.

Most often mentioned as of great importance to the pupil and criticized most frequently was guidance—by a wide margin. Ex-pupils of many secondary schools believe that guidance was not taken seriously by the staff and was indifferently handled. Very much needed by pupils, they say, is expert counselling regarding vocations, higher education, and immediate personal problems, by counsellors who have precise knowledge of employment and career opportunities and requirements, plus an ability to estimate the individual pupil's chance of success with respect for the pupil's own interest. Although the young people may be asking for greater certainty than is possible, there is no uncertainty about what they request.

The following quoted statements are typical of the questionnaire response in this regard:

"At my particular school, I found the educational guidance offered *very poor*. And for this very reason, we have high school drop-outs. Young people are unsure of their future."

"I feel that the guidance system in high school is completely inadequate. In my own case I was urged to study English or languages at university, since these were my strongest subjects in high school—I was discouraged from studying Engineering in spite of my interest in this field because my marks in maths and science were not high. In spite of the 'expert' advice, I eventually graduated as an engineer."

"It would seem that the high schools do not fully make plain the values and opportunities that an upper school education has in the business world . . . Also that leaving without completion of a set course that has been started, is worse than not starting; it shows to the business world that the man has not any interest in himself or his vocation."

"Would it be possible to set up a system where pupils complete a certain grade or reach a certain age and leave school for a period of time in which they could be employed in the labour force? At a time when they know what they want and with financial assistance if necessary they could return to school. I realize that some students know what they want through the course of high school and should be allowed to continue straight through school . . . I know of persons who need more time to discover what they really want. I believe this is the reason for more unhappiness in this world than any other reason, because people are not sure of what they really want . . ."

"If at all possible have students that have been out of school for one or two years come back and speak to present students about school and urge them to stay until graduating."

Second in frequency of mention was the method used by teachers and related practices. Routine presentation by teachers of content to be memorized or mastered for examinations was categorized as boring and a major reason for rejection of school education.

The following quotations illustrate student thinking on these issues:

"The foremost aim should be to teach the student to have an inquisitive and alert mind—not to bury him in repetitive courses year after year."

"Imagination, vitality, and peace of mind in midst of flux are the ingredients of 'success' in today's dynamic world. Routine exposure to routine subjects at the hands of a routine teacher is hardly inspirational. Encourage more odd-balls—I do not mean screw-balls—to enter the profession."

"There should be more seminars, panels, discussion groups and less of this godlike person pouring out facts while the masses copy word for word."

"Teachers are not allowed to be creative. They are bound by the curriculum to too great an extent. The teaching of English is abominable! Any sensitivity a student may have for life or feeling is smothered by a rigid insistence on tradition of form and rule."

A third pattern emerged in the demand for content related to life today. Many respondents could find nothing of significance or interest in academic subjects remote in time or application to the modern world or of no apparent help to pupils conscious of their own problems, immediate and imminent, in the world familiar to them.

"Some of us won't, and some of us can't reach higher education. Even if a youth leaves school in Grade 8, he should have been given a general knowledge of the consumer price index, the Canadian Government as a whole and in its most minute parts, the stock market, the Canadian economy as opposed to foreign economics, and the full story of the crisis of the day, e.g. Viet Nam . . . It would also help to know what is considered the average wage, a good wage, and an executive wage. Quite often boys leave school feeling \$50 a week is good money."

"I feel it would be of great benefit to the majority of students to learn more about the world of finance. Almost all of us will at some time be buying or selling a house, making loans from a bank or finance company, instalment purchasing, etc., and we are in no way prepared for it. Learning this lesson from experience can be very costly."

"Availability to *all* students of introductory courses in subjects related to day-to-day living—whether at home or in business. 1. Basic economics and business practices; 2. comparative religions; 3. several lectures plus a well illustrated text on home nursing for girls."

High in importance in the opinion of many former pupils was the need for individual attention from teachers. As might be expected, this request, or recommendation for the improvement of education, came often from those who described themselves as only average or below average in school work.

"I feel that teachers are too impersonal. Students were treated as numbers on a chart and no effort was made to understand the individual's need and interests."

"Joined the Navy—sick of school . . . Pupils now at school will tell you they're not treated as individuals, schools are too akin to institutions, and there's no room for pure, free creativity."

A large number of respondents stressed the need for visits to places of interest and other learning experiences outside the school. Occasionally connected with this was a request for more informal and congenial facilities within the school.

"To further cultural advancement the curriculum should be expanded to include more field trips, more flexibility offered to teachers in the selection of subject material, and guest lecturers in the Arts."

"Opportunities and encouragement for those who are not athletes. It seemed all activities of extra-curricular type were sport-oriented. Not all students are."

Many respondents recommended that secondary schools should offer a wide choice of options but demand a smaller total of subjects in order that pupils might specialize in subjects or areas of interest and value to them.

"I suggest that high school students be exposed to as wide a variety of subjects and extra-curricular activities as possible."

" . . . be able to take whatever subjects one might want to take and get a certificate, some kind of paper to show for it and it be recognized."

"I think people should be allowed more choice in subjects they will take rather than maintaining the present rigid curriculums. Students should also have a right to choose their teachers to some degree. Discussion groups, seminars, and TV should be used to give the student a sense of participation in education rather than the present sterile lecture system."

Of the few who expressed themselves in favor of any particular subjects, a large proportion urged that subjects like psychology, sociology, philosophy, and economics be taught in secondary school. In the past these subjects have been reserved for higher education, and universities have expected the high schools to limit themselves to what may be called basic disciplines. But now that young people are getting other things and experience at an early age, perhaps we should abandon the neat nineteenth century allocation of studies and let senior pupils in school have adult intellectual growth as well.

"Teach people those things which will be useful and begin more advanced teaching at lower levels; introduce subjects such as philosophy, sociology, psychology, etc., at an earlier time, preferably early years of high school."

"Help the student to understand some of the aspects of his environment. Social change, psychology, elementary economics, and in short the social and behavioral disciplines should no longer be so conspicuously absent from the high school curriculum."

"I was very upset and still am when I try to justify the agonies I suffered because of physics and algebra and geometry. Up to the present time I have got along quite well without ever having to use these subjects. I was always interested in working with people in some capacity. Wouldn't it have been more profitable to give courses in a simplified version of sociology and psychology or anthropology? What is so wrong with removing the great philosophers from the vast and cumbersome history program and incorporate a small course on the philosophers and their effects on the world today?"

The questionnaire invited comments on cultural and economic aspects of education. Here are a few:

"Young people should be aware of the advantages of developing an enjoyment of good music and the entertainment and cultural benefits derived from theatre and good literature."

"There was so much time and effort spent strictly on getting students from one grade to another and getting through the curriculum, that . . . very little time was left to help create any cultural interests of any sort . . . Could more effort not be made to emphasize the cultural note in the high school years?"

"I would suggest encouragement of full-time summer employment or part-time employment with responsibility. Perhaps this would change a few minds regarding full-time employment with only part-time education."

"I am at this time contemplating furthering my education. I am employed as a bookkeeper and want to take a course in business and finance at university. At this point I discovered that my four-year commercial course was absolutely useless . . . and that I must return to school to get my junior and senior matriculation."

At a public hearing conducted by the Committee, two requests of the secondary school pupils were especially noteworthy. They asked for more time and freedom to discuss matters of interest which came up in class and were annoyed at the claim made by teachers that they could not afford the time because of the necessity of covering the course. They wanted teachers who were conscientious, capable, well-prepared, and stimulating.

Younger children in elementary schools are probably less able than others to offer criticisms and suggestions because of having had no other school experiences for comparison. But the pupils in Grade 8 of an urban school submitted a brief in which the main contentions were these: There should be no religious education of the kind then given in Ontario public schools, but study of comparative religion, preferably as an option in secondary school, well taught to counteract prejudices; and there should be only silent prayer in school exercises. Real-life education through field trips and other activities outside the classrooms would be very valuable. French should be taught beginning in the kindergarten, and Latin earlier than now, but all languages should be optional because "we think we learn best when we study something we want to study." Homework should be creative work, adjusted to the ability of individual pupils, and necessary routine or drill exercises should be done in school. "Punishment the majority of us feel is unwise . . . Discipline should be constructive. Child guidance workers should be placed in all schools to help students solve their problems." The Committee does not necessarily subscribe to these youthful presentations. It merely offers them as proof that children as well as adults, have opinions about their educational experience. They deserve, at the least, a sympathetic ear.

This concludes the areas selected by the Committee as among those deserving the special consideration of curriculum designers. They are not presented here as priorities in curriculum revision. Nevertheless, their presence in this Report indicates the degree of concern they generated in the Committee as it examined the type of learning program that is required to meet the aims and objectives of education.





SPECIAL LEARNING SITUATIONS

On the fringes of the happy classroom crowd, sits a lonely little boy confronted with the almost impossible task of finding his way through a bewildering world. He is frightened. He feels miserable. He is made to feel different.

Thrust into a school where personal worth is heavily equated with academic competence, our sad little boy is trapped in a school system which too often denies his need to be himself. His tragedy is that in many instances he has been stigmatized with a label: 'slow learner,' 'emotionally disturbed,' 'disadvantaged,' 'physically handicapped,' or perhaps 'perceptually handicapped.' Too often, in a sincere effort to help him with his problem, society has splintered him off from the rest of the gang, segregated him by walls and in spirit into special classes, or sent him far away from home, out of sight and frequently out of mind.

Such children can be numbered by thousands in this province. The Committee feels that a searching look should be taken at our rationale, with some of its high-sounding phrases, to assess its applicability to all children, including the present 'misfits,' rejects, and losers in our educational system.

A child may be handicapped physically, emotionally, mentally, environmentally, or in any combination of these ways. His learning and behavior may also be affected by exceptional native endowment or unusual circumstances. These are facts which cannot be dismissed; they will be further elaborated upon in this chapter.

It becomes increasingly clear that if the measure of success of an educational system is weighted toward pressuring children to digest a rigid, structured, graded curriculum within fixed intervals of time, many children must fall by the wayside, with some acceptable up-to-the-minute label attached to explain their unforgivable sin of failure. If a narrow curriculum is considered immutable and untouchable, it follows inevitably that those who cannot benefit from its perfection, must be put aside and separated in time and space from their peers. This was the pattern established for special education nearly a century ago, and its results will be seen when we study the complexity and ramifications of existing special education.

In contrast, the Committee suggests that if primary emphasis is placed on the learning and progressive development of each child as an individual, it becomes easier—as well as imperative—to take in a far greater number of children with a variety of personal strengths and weaknesses under the umbrella of the regular school program. Except for the very severely impaired, such a rationale would make what was formerly considered 'special education' an integral part of general education. Every child is 'special' and each will benefit from special learning experiences, which should be an integral part of his schooling.

It is possible that the extent and seriousness of handicaps may change under different medical and social conditions, but it is unlikely that they will be entirely eradicated. Despite the fact that the incidence of handicaps has declined, it must be recognized that advances in many fields of medical knowledge have resulted in the survival of thousands of children who in rougher or more ignorant times probably would have died in infancy. As a result, the schools, and particularly the special schools, will have to cope with children who have more severe and more complex handicaps. Society accepts the responsibility for the welfare of handicapped members to a far greater extent today than it did in earlier generations, and much has been done during the last fifty years to enable children suffering from all kinds of handicaps to take their place in society as they grow up.

It is the right of every child to have access to a learning program which will lead him to develop mentally to his optimum as an educated person. The educational jurisdiction is charged with providing facilities, resources, and personnel to enable him to reach this goal.

The learner whose special needs place him on the outer reaches of the process of education should never be allowed to reach a point where he becomes isolated from the whole. The acts, the regulations, the grant structure, the teacher education program, and the overall approach to education have tended to foster the separation of pupils into categories, after first making a gross division between those in education proper and those requiring special education. Special education should not be set up as something separate from the ordinary school program but as an integral part of that program.

Special education today

Special education as carried on today in the Ontario educational system is a welter of complexity, divided authority, blurred responsibility, and a broad spectrum of services unevenly distributed through the province and too frequently inadequate.

A brief glance at Tables 1 and 1(a) will indicate the classroom orientation of such education, that such services at the secondary school level are almost non-existent; and that many bare spots exist in certain school jurisdictions, particularly in rural areas.

Table 2, taken from a promotional brochure, indicates the sophistication and variety of special class opportunities now available in a large urban centre. The table does not include the large number of language classes for New Canadian children.

In 1967-68, in addition to the 2,279 special classes, the Department of Education supervised education in 111 'Special Education' schools, in which the enrolment was 5,413. In 104 schools for the retarded there were recorded 1,201 pupils, and in seven hospitals there were 1,212 pupils.

Table 3 categorizes the official legislation that enables school boards to operate for special purposes.

To appreciate and understand the complexity and variety of the special services listed in the tables, one needs to look at the history of their development. A full historical background since 1870 appears in the *Report of the Royal Commission on Education in Ontario, 1950*, as well as in *The Development of Education in Canada*, by C. E. Phillips.

Table 1

Type and number of elementary school special education classes, classified according to supervisory jurisdiction (September 1967)

Type of class	Number of classes	Number of boards	Under municipal supervision		Under provincial supervision		Jurisdictional classification	
			Boards	Classes	Boards	Classes	Public school	Separate school
Neurologically impaired	76	29	26	73	3	3	72	4
Gifted	68	15	14	67	1	1	67	1
Emotionally disturbed	54	16	16	54	0	0	48	6
Hard of hearing	23	12	12	23	0	0	20	3
Health	9	1	1	9	0	0	9	0
Hospital	14	5	4	13	1	1	12	2
Institutional	5	1	1	5	0	0	5	0
Limited vision	11	7	7	11	0	0	11	0
Orthopedic	34	6	6	34	0	0	34	0
Language classes	227	19	9	208	10	19	130	97
Totals	521			497		24	408	113
<i>Opportunity</i>								
Primary	128	48	26	101	22	24	105	23
Junior	762	261	61	448	200	314	547	215
Intermediate	303	121	45	193	76	110	243	60
Senior	388	131	48	268	83	120	293	95
Unclassified	177	82	8	77	74	100	157	20
Totals	1,758			1,090		668	1,315	475
Total classes	2,279			1,587		692	1,753	526

Table 1(a)

Distribution of special education classes and specialist teachers expressed as a per cent, according to supervisory jurisdiction

Service	Per cent Municipal jurisdiction	Per cent Department jurisdiction
Special classes	95.5	4.5
Opportunity classes	62.1	37.9

Table 2
Special class opportunities in a large urban Ontario
school system

Type of class	Number of pupils per class	Type of pupil in class	Teacher training requirement	Additional data
Academic Vocational	20	Academically retarded, IQ approximately 80 to 90. 12 to 15 years of age	Auxiliary Education Certificate	47 classes.
Aggressive	7 (full day) 3 (half day)	Severe language disorder Potential normal intelligence. From 4 years of age.	Auxiliary Education Certificate Special Summer Courses at North-Western University, Chicago.	4 classes 7 full-day classes, 2 half-day pre-school classes. Board of Education pays cash allowance to- ward expenses of special summer course.
Deaf	7 to 10	Profoundly deaf. From 3 years of age.	Specialist Certificate as Teacher of the Deaf (1 year training course).	20 classes at Metro Toronto School. Board of Education has paid teachers' salaries during year's training. Oral method of teaching is used.
Detention	8	Children detained by the Juvenile Court	Auxiliary Education Certificate	1 class at the Juvenile Court Detention Home
Extra-mural	No class	Homebound or hospitalized. Grades 1 to 8.	Auxiliary Education Certificate.	Staff of 4 to 6. Teacher visits pupil twice weekly for approx- imately 2 hours per visit.
Hard of hearing	12	Severely hard of hearing but not profoundly deaf. Grades 1 to 8.	Auxiliary Education Certificate.	4 classes. Classes are graded as primary, junior, or senior.
Health	15 to 20	Medical evidence of need of special environ- ment, e.g. cardiac, asthmatic. Grades 1 to 7.	Auxiliary Education Certificate.	9 classes. Classes follow regular course of studies but have rest periods, hot lunches, etc.
Hospital	15 to 20	Pupils in Hospital for Sick Children. Children's Unit of Toronto Psychiatric Hospital.	Auxiliary Education Certificate.	4 classes. Some knowledge of nursing or hospital procedure is an advantage for the teacher.
Limited vision	12 to 15	Severely limited vision (not blind). Grades 2 to 10.	Auxiliary Education Certificate.	4 classes: 3 junior, 1 senior.
Opportunity	12 to 16	Educable mentally retarded. 7 to 13 years of age.	Auxiliary Education Certificate.	88 classes: 13-year-olds proceed directly to Vocational Schools.
Orthopedic	12 to 18	Children with crippling conditions— mostly wheelchair cases. Grades K to 10.	Auxiliary Education Certificate	20 classes at Sunny View 4 classes at Bloorview Children's Hospital School.
Rehabilitation	6 to 8	Emotional factors and/or neurological impairment.	Auxiliary Education Certificate.	16 classes.
Itinerant	Individual teaching	Emotional factors and/or neurological impairment.	Auxiliary Education Certificate	1 teachers
Special reading	8	Non-readers of normal or better intelligence 8 to 12 years of age	Auxiliary Education Certificate Special Summer Course at University of Delaware	5 classes Pupils normally return to grade classes after one or two years in the special class. Board pays allowance towards expenses of special summer course.
Speech correction	Individuals and small groups	Grades 1 to 8 children with speech difficulties	Auxiliary Education Certificate	15 teachers who conduct speech centres in centrally located schools.

Table 3
School boards operating for special purposes as defined
in Section 12. *The Public Schools Act*

Type of school	Number
Department of National Defence	21
Sanatoria	7
Cerebral palsy	13
Hydro	7
Miscellaneous (Variety Village, Moose Factory Island, etc.)	4
Total elementary	52
Total secondary	21
Gross total	73

*12. (1) Where, in the opinion of the Minister, it is desirable to establish and maintain a public school on lands held by the Crown in right of Canada or Ontario, or on any lands that are exempt from taxation for school purposes, the Minister may designate any portion of such lands as a rural school section, and may appoint as members of the board such persons as he may deem proper

(2) The board so appointed is a body corporate by the name indicated in the order establishing the rural school section and has all the authority of a board of public school trustees for the purposes of this Act. R.S.O. 1960, c.330, s.12.

(3) No rural school section established under this section shall be included in a township school area. 1965, c.109, s.4



The dimensions of the problem

Despite the proliferation and diversity of educational services rendered to Ontario children in schools and elsewhere, one cannot help but wonder about the extent to which their needs are being met, recognized, appreciated, or ignored. The answers to this question must be sought in several directions

—From the educational point of view

In a brief to the Provincial Committee on Elementary Teacher Training, the Council for Exceptional Children expressed the belief that about 10 per cent of the elementary school population needed special help, and about 3 per cent required a special class program. According to the 1966 Report of the Minister of Education, there were a total of 1,364,871 children enrolled in elementary schools. The same report shows that there were 22,177 children in auxiliary classes, or 1.6 per cent of the total elementary school population. The report also shows that of an enrolment of 436,026 children in secondary schools, there were 7,860 children in special vocational schools and 20,279 registered in occupational programs—a total of 28,139 in special courses in secondary schools, or 6.5 per cent.

It should be noted, however, that these statistics are based on a rationale that assumes a fixed curriculum to which children are fitted largely according to learning ability. Further, the figures in the accompanying tables may be based on crude instruments for classification, so that they may not be really comparable and may not reflect the actual need for special learning opportunities

Present legislation in Ontario will allow school boards to set up special programs to meet the need of almost any kind of disability, if local school boards take advantage of it. The legislation implies that school boards must set up programs to meet the needs of all children within their jurisdiction. Implementation of programs and the training of special teachers has lagged far behind the law.

While no exact data are available as to the number of children with exceptionalities in Canada, some American and British statistics are available.

Table 4 shows the estimated percentage of school age children and youth from 5-17 years of age, in need of special education, by area of exceptionality, USA, 1957-58

Table 4
Estimated extent of exceptionality, USA, 1957-58*

Area of exceptionality	Estimates of prevalence Per cent
Blind	.033
Partially seeing	.06
Deaf	.075
Hard of hearing	.5
Speech impaired	3.5
Crippled	1.0
Special health problems	1.0
Emotionally disturbed or socially maladjusted	2.0
Gifted	2.0
Mentally retarded	2.3
Total	12.468

*R.P. Mackie, H.M. Williams, P.P. Hunter
U.S. Office of Education
Bulletin No. OE-350-48-58
Washington, D.C., Government Printing Office, 1963

Table 5
Numbers of handicapped pupils receiving and awaiting
special education (in special schools, classes, units, in
hospitals, and at home) and prevalence per 10,000 of the
school population in England and Wales, 1961 and 1966.

Categories	1961 Number of children	Pre- valence per 10,000 of school popu- lation	1966 Number of children	Pre- valence per 10,000 of school popu- lation
Blind	1,474	1.9	1,337	1.7
Partially sighted	2,182	2.8	2,326	3.0
Deaf	3,594	4.7	3,281	4.2
Partially hearing	2,013	2.6	3,296	4.2
Physically handicapped	10,757	14.0	11,616	14.8
Delicate	12,724	16.6	10,418	13.3
Maladjusted	6,033	7.9	8,548	10.9
Educationally sub- normal	47,247	61.7	55,514	70.9
Epileptic	903	1.2	877	1.1
With speech defect	151	0.2	224	0.3
Total	87,078	113.7	97,437	124.4

Source: Statistics Branch, Department of Education and Science.

-From the health point of view

The entire area of identification of children with handicaps is a maze of confusing diagnostic labels and professional entanglements. As time goes on the line of demarcation between health and education is becoming exceedingly blurred, and a co-ordinated approach to children's total needs becomes imperative. A fragmentary attack through a variety of agencies or departments concerned with children is quite inadequate.

The value of developing a registry of high risk infants in the province cannot be overestimated. Hospital authorities already gather the pertinent information, and it remains for the proper authorities to compile, co-ordinate, and make this information accessible to those departments and agencies which should plan to meet such a need. The design of a central risk register with regional ties is a relatively new concept, which appears to have been developed in the United Kingdom.

As most Ontario children are born in hospitals, early diagnosis of children is becoming increasingly possible. The number of recent research papers substantially documenting the high correlation between prematurity in infants and the incidence of handicaps, multiple or singular, cannot be denied. It has been estimated that close to 70 per cent of premature infants are born with multiple handicaps. The general purpose of a risk register appears to be to provide a systematic means of following up newborn infants for the detection of disabilities, frequently involving the central nervous system, before symptoms become manifest to parents. Children are included who might be expected to develop certain disabilities on the basis of their birth history, as well as children risking other disabilities of a genetic or familial nature.

The idea was first developed in surveys for specific handicaps such as hearing disabilities. It has been demonstrated that the return in terms of disabilities found was higher when children assumed to be a risk for prescribed medical reason were tested, as compared with the return when the total child population was tested.

A second benefit, of course, is saving in professional time. The general philosophy, purposes, clinical and administrative criteria for establishing such registers in local health departments have been clearly described by R. L. Linton in "Risk Register" - *Cerebral Palsy Bulletin* # 3, October 1961. The British Columbia Register of Handicapped Children and Adults, along with current studies carried on at the University of British Columbia, is substantiating the validity of this procedure, particularly emphasizing the registering and follow-up of premature babies by birth and weight.

The need for remedial physical therapy as well as for counselling of parents is acute in the early years of childhood. For such procedures to develop, early diagnosis is imperative. In many instances, voluntary agencies, such as the Ontario Society for Crippled Children, have already admirably demonstrated the complementary role of early learning experiences in nursery school along with physical therapy.

Although this Report comments only generally upon the important area of early diagnosis, treatment, and awareness of children with medically recognized handicaps, the Committee wishes to make specific reference to eye and dental health, two areas which, although they may appear to be less dramatic, are nevertheless crucial to the learning experience and to personal well-being. Early detection and correction of visual handicaps is a prerequisite to learning. Similarly, dental care is all-important, not only to the learning experience, but to the personal sense of adequacy that is fundamental to satisfactory child development.

-From the psychological point of view

The family and the school as primary social institutions in preventing and treating emotional problems are receiving increasing attention. Because the school is a mass agency which cuts across the total population, can compel attendance, has contact with a child over a long period of his life, and has a commitment, more or less, to mental health goals, it should assume central importance for preventive measures. Critical manpower shortages in the traditional mental health professions indicate further the need to involve the schools and their personnel in the mental health struggle.

Clarification of this central role of the school as a preventive and remedial agent has been far from complete.

The study by William C. Morse and others, entitled *Public School Classes for the Emotionally Handicapped*, particularly points out that: "Experimental programs are proliferating and the commonest involves the special class concept. But there is little common conceptualization underlying these developments. Designs for the conduct of the special classes range from permissive, relaxed, therapeutic approaches to traditional educational programs in the context of tight controls. Once a class is established, the number of pressures upon the participating personnel and administration to view it as successful are many . . . Most of these developments have taken place in the context of little 'firm' evidence for the utility of the special class design."

The authors conclude that there is "a confusion on the part of both educators and clinicians about how to proceed to solve this most trying educational and social dilemma." They further point out that: "To some degree, the mere establishment of the programs does deal with the most pressing problems of teacher morale in the regular classroom, public pressure and immediate pupil unhappiness. However, a second level problem emerges immediately, and it is concerned with finding a means to cope with the day-to-day crises, the continued academic difficulty of the children, and the maintenance of a working operation which continues to involve the persons who originally were most enthusiastic but whose enthusiasm flags when reasonably quick answers are not forthcoming."

In an address to the Ontario Association for Children with Learning Disabilities, in 1966, H. Carl Haywood, Associate Professor of Psychology, George Peabody College, Tennessee, pointed out the degree of discrepancy and overlap in identifying children as 'emotionally disturbed,' 'mentally retarded,' or 'brain damaged.' Diagnostic categories seem to be strongly affected by a clinician's training, philosophy and predisposition. "Psychological tests," he said, "while, individually capable of discriminating groups of retarded, mentally ill, or brain damaged patients all from a 'normal' group,

have little success in differentiating these clinical groups from each other and even less success in diagnosing individual cases." Neurologists, pediatricians, general practitioners, and teachers often compound the original label.

Whether or not diagnostic categories exist, one may question the wisdom of establishing separate special classes for children who display the kinds of behavior thought to constitute a specific syndrome. Haywood subsequently states, "What psychologists recommend in the way of special teaching procedures differs little, whether the diagnosis is high-level mental retardation, emotional disturbance, or perceptual handicap." He further points out that "there is amazingly little variation in the teaching methods used in these different classrooms." Haywood says that a large number of studies indicate that special class placement does not necessarily enhance the achievement of the retarded child and often has the opposite effect. He also suggests that dividing children into categories has the effect of labelling the child and of making him think that he fits the label as one who is in some respect deficient. Obviously, placement in a special class may be conducive to this effect



New trends affecting special learning experiences

-Assessing children's weaknesses and strengths
There is a growing trend to stress an assessment of children exhibiting learning or emotional difficulties based upon a comprehensive battery of tests and team conferences, in order to assess a child's particular strengths and weaknesses in basic abilities and in learning achievement. A profile of these strengths and weaknesses can then be constructed. Particular emphasis must be placed on a child's strengths, if a positive, useful, learning program is to be implemented.

Dr. Katrina de Hirsch's work on *Predicting Reading Failure* describes academic success or failure in school at the kindergarten level in this prognostic light. Upon such assessment, at the five year level, appropriate remedial learning programs can be worked out for each child in anticipation of difficulties which may arise when the child attempts to read.

With diagnostic emphasis on the construction of profiles of particular strengths and weaknesses of every individual child, diagnostic labels become increasingly unimportant except in those cases in which very particular sensory or orthopedic handicaps make quite specific educational procedures imperative, such as for the blind or deaf child. The fifteen to eighteen different areas of exceptionality now served in the school system could probably be reduced to a very small number, the largest group relating to children with major learning disorders.

-Special teachers

The emphasis is shifting from separate special classes to special teachers helping children within their own classrooms and in special rooms or corners in the regular schoolrooms. The meeting sessions between the children and the special teachers follow a general pattern: children with learning disorders remain in the regular classes, appropriate for their age levels, for those class periods in which they are performing at or near a normal level; for perhaps one or two periods per day they are taken to the special classroom for remedial instruction in their areas of difficulty; they always return to the regular classroom for recreational and social events. In the same way, children who are exceptionally competent in particular areas go to a separate schoolroom, laboratory, library, or community resource. Since these

children, too, appear to need the social stimulation of their age peers, it is important that they return to the regular group for learning experiences in which they are not markedly different from the normal expectation, and for most social and recreational events.

For many years, Ontario has made use of special school teachers within and beyond the educational system. Many of these crusading teachers have sought to enrich their teaching contribution through additional training and learning experiences far beyond their basic certification. Some have already begun to challenge conventional approval of separate classrooms and special schools by promoting integrated learning opportunities for the children under their wing. Their contribution within the rigid framework so often set for them is worthy of the highest commendation. Too often, in school settings or in separate establishments, special education teachers have been isolated, under-financed, and set aside from the mainstream of education along with the children they serve so sympathetically. It is their humane attitude which we must cherish and nurture in all our teachers, so that it will remain the foundation upon which we can realistically build meaningful learning programs for all children.

-Teamwork involving teachers and principals
There is a growing trend toward teamwork and toward redefinition of the tasks of the psychologist as a member of a clinical team, as differentiated from the role of the psychologist in a school setting. Sarason and his group at the Psycho-Educational Clinic at Yale University, in their recent book, *Psychology in Community Settings*, have drawn particular attention to this differentiation. In this book, Sarason points out that the case conference method is rarely used in the school setting. The teacher is alone with her problem, with no one to discuss or talk things over with. Conversations between the teacher and the principal usually reflect the constriction and inhibitions inherent in a relationship between a superior and a subordinate.

Sarason concludes after working within many school settings that:

1. The teacher is crucial in influencing, managing and guiding the behavior of children.
2. He has rarely seen a child in a classroom who could not be handled by at least one teacher in ways productive of learning and personal change.
3. As a group, teachers have a potential for change in attitudes and practices that under appropriate conditions would discernibly increase their effectiveness as stimulators and moulders of productive change in children.

W. J. McIntosh in an article on "The School Psychologist," in the February, 1966, issue of *Special Education in Canada*, adds similar Canadian experiences to the insights in Sarason's book. He points out that the psychologist who stays aloof as a member of an 'alien guild' in the schools, contributes little to strengthening the teacher in the classroom. Psychologists in the school setting may draw upon the insights gained in clinical experience, but the methodology, jargon, and over-professionalism of the various clinical team-members may overwhelm, undermine the morale and confidence of, and confuse many a teacher and principal faced with being all things to a large number of children within an educational system.

Psychologists in the future will have an increasing role to play in periodically assessing a child's learning, cognitive, and emotional stages. However, it will be the school psychologist as a member of the school team rather than as a clinician, who will seek for, guide, and test imaginative ways to draw out the best in each child.

Nathaniel London and Celia Perlsweig of the Department of Psychiatry, Yale University, in a paper entitled "Urban Public School Principalship in Crisis, A Case Study," presented at the Ortho-Psychiatric Conference in Washington, DC, in March, 1967, noted that principals initially sought psychiatric answers to school problems. However, after experience with psychologists, they have come to recognize a need to find educational answers for psychological problems in the school setting. Conferences between psychiatric clinic

teams and principals are found helpful, but the Yale team points out that there is an even greater need for educators to integrate concepts of child development into their own training, supervision, and practices if the needs of children in schools are to be more effectively met.

-Teamwork at the voluntary agency level
In the past year, five important national voluntary organizations have come together to assess and determine the services needed by handicapped children: The Commission on Emotional and Learning Disorders in Children, sponsored by the Canadian Association for Retarded Children, the Canadian Education Association, the Canadian Mental Health Association, the Canadian Rehabilitation Council for the Disabled, and the Canadian Welfare Council. Much stress is being laid on the shortage of workers and services of all kinds and at all levels. The Commission does not feel that it will be possible to train, merely through the expansion of existing patterns of service, sufficient professional personnel to staff the treatment centres, special educational services, and community agencies that would be required to meet this problem.

The sponsoring organizations have gone on record as saying that they believe it essential that new and imaginative methods be found for the earlier identification of children with these problems, in order that remedial procedures may be undertaken and permanent disorders prevented.

—Teamwork at the Provincial Government level
Recognition and support must be expressed for the co-ordinating inter-departmental committee developed by the Ontario Government. It is postulated that all future planning and further development of services for children with learning and emotional disorders will be based on the collaborative efforts of the Departments of Health, Education, Social and Family Services, Reform Institutions, and the Department of the Attorney-General, with maximum involvement of professional and voluntary agencies. The Committee looks with great hope to the recognition and strengthening of this co-ordinating inter-departmental committee.

—Recognizing the needs of older children
It is hoped that the reorganization of school jurisdictions, by providing a framework for the evolution of a total educational program from preschool through adult education, will give rise to a new emphasis upon special education at senior levels.

There are still those who consider that present secondary school programming, often labelled 'Occupations,' should lead to early work experience, early school leaving, and an early assumption of adult responsibilities. They sincerely believe that this approach is the best way of dealing with slow learners as they become adolescents and young adults. They argue that special vocational schools are the answer.

Many slow learners, culturally deprived pupils, and others, find the move from school to full-time employment a difficult experience. These pupils pass through a typical cycle of a few years of unemployment, several part-time or short-term low-paid jobs, and finally a succession of full-time unskilled and semi-skilled positions. This is the segment of the work force which

becomes increasingly battered by shifts in our economy and the resulting displacement of industrial personnel. It is the group which reaches a plateau as a productive force early in its work experience and declines rapidly thereafter.

The generalization can be made that the young teenager receiving special education in 'secondary school' is less competent than his contemporaries. This type of learner needs to be retained longer within the school environment. More and lengthier experiences must be provided to enable him to meet maturely the challenges of work and our society.

We should consider the possibility of devising and integrating educational programs for our slower learners which will help them at least until age 18. It is difficult for the Committee to accept the idea that the less competent the student is, the more quickly he should be rushed into the labor force. Common sense would seem to dictate that the reverse should be true.

The entire concept of 'marketable skills' in this age is loaded with fallacies. The educational system cannot possibly keep up with the market, nor forecast what skills it will buy. On-the-job training following a sound learning program, is far more efficient and meaningful. What education can and should do is to accentuate the humanity in people. The basic aim of education is to develop manhood, not manpower.

Children who may require special learning experiences

—Children with handicaps.

- a) The intellectually handicapped:
—retarded, slow learners, perceptually affected, neurologically impaired, mentally deficient.
- b) The physically handicapped:
—includes impairments of vision, hearing, speech, and such impairments as disorders of bone and organs of movement, diseases of lungs and kidneys, congenital heart diseases, injuries, and physical frailties.
- c) The emotionally handicapped:
—such as disturbed, including aggressive, withdrawn, shy, and severely maladjusted.
- d) The socially handicapped:
—alienated and anti-social, 'misfits' and delinquents.
- e) The multi-handicapped:
—any combination of a) to d).

—Children affected by exceptional endowment or unusual circumstances.

- a) The gifted and talented.
- b) The New Canadians.
- c) The Canadian Indians.
- d) Residents with strong identification with another tongue, ethnic and religious customs.
- e) Those in need of nursery school experience.
- f) The socio-economically disadvantaged.
- g) Those undergoing severe crises:
—grave accidents, hospitalization, long-term home care, pregnancy in school-agers, death of parents or guardians, family breakdown, changes of foster home, young offenders, early marriage, school expulsion, severe economic change in family status, etc.
- h) Transfers:
—from outside Ontario, from a different educational system, or within the municipality itself.
- i) Transients (short term):
—children of migratory workers, wards of the Children's Aid Society, children with parents in mobile jobs.
- j) Miscellaneous:
—those covered by Section 12, *The Public Schools Act*. (see Table 3)

Much as the Committee would have liked to discuss all these areas of need at length, only a few can be singled out for detailed comment.

-The gifted
It may be noted that up to this point gifted children have not been mentioned. The omission is deliberate, for it is the opinion of the Committee that specially labelled classes for the intellectually elite should not be established. The Committee is convinced that the learning program, in the hands of competent, gifted teachers, working individually with children, has built into it the dimensions for development for the brightest as well as the slowest learners. However, the schools must recognize, on an individual basis, those children whose intellectual potential is unusual and who would benefit from exposure to additional teachers, to other persons in the community, and to unusual learning experiences. All children, particularly the talented ones, should be encouraged to reach beyond the confines of their school, family, community, and country. At the same time no child should be treated as a 'showpiece,' or made a victim of exploitation. It must be realized that learning skills are not evenly distributed among, or within, children, and that even unusual talents or skills reach plateaus and peaks of accomplishment, and sometimes manifest late spurts.

The importance of top achievers should not be over-emphasized. Students who achieve small triumphs are as worthy of commendation as the giants who make great leaps. Both should be encouraged, both should be inspired, both should be provided with those learning situations which best meet their needs.

Some children with exceptional ability of one kind, may achieve little in some or all other areas. Some may be numbered among the 'difficult' children in a classroom. In any event, the needs of the highly gifted, as of every other child, must be met. Perceptive parents

are most helpful in this connection. Advice and help should be available to all parents who, for whatever reason, find their children hard to understand or to handle. Unusually endowed children can often be recognized in the early years by their demonstrated skills in conceptual thinking and awareness of the world around them.

Still, children with extraordinary talents in the arts such as music and ballet, or sometimes in disciplines such as mathematics, may require special programs to meet their needs. It is not desirable that any children should think of themselves as a class apart, still less that they should lack experience in living and getting along with other children. In principle, it is the hope of the Committee that the schools will provide for the needs of the gifted and talented individual without segregating him. But there will probably be some exceptional children who, because of their all-round development—intellectual, emotional, and physical—should advance more rapidly than their contemporaries. These children may need to be with older children who are close to their intellectual level. However, the majority of gifted children will not follow this pattern. In a school where children are not confined to their own classroom or to one teacher, exceptional children should be able to spend part of the day with others of like ability and have access to a wealth of learning aids and resources, and to people willing to help them on their way. In the senior years, especially, the gifted should also be able to choose options, including intensive courses, to match their interests and abilities.

-The New Canadians

All children have the same basic needs. But children of newly arrived immigrants may have exceptional needs, especially in language.

Most of our New Canadians arrive in family groups after long, bewildering air flights, crossing several time zones eastward or westward within very short intervals. Most of them have been abruptly uprooted from the communities they knew so well, jet-propelled through thousands of miles, and landed in strange, impersonal centres. Too often they find themselves upon arrival crowded into substandard housing areas, with little human contact other than with relatives and friends who may have preceded them.

New Canadians arrive almost daily at centres in Ontario. Many bring with them native dress, dietary customs, and special religious holidays. Only a few of those who arrive can speak and understand English well; in fact, many lack even a rudimentary knowledge of the language. Thus, they find themselves severely handicapped without adequate means of communication. Teachers cannot communicate with parents; parents are unable to ask questions to which they need answers. The obtaining of simple information about the child's age, birthplace, and medical history can become a very difficult task. Misunderstandings can multiply, become exaggerated, and lead to anxiety.

According to the Canadian immigration records, approximately 108,000 New Canadians arrived in Ontario in 1966. A high proportion of these did not use English as a mother-tongue. In some schools, as high as 65 per cent of children in junior grades know little or no English. In one school, in 1967, there was a kindergarten class where Chinese was the mother-tongue of all but one of the pupils.

Several approaches have been taken in Ontario schools to remedy this problem. Some voluntary centres have introduced nursery schools for New Canadian children, and language classes for their parents. One large urban centre has developed intensive crash programs where immigrant children are segregated into special classes, and even into particular schools, to learn English. Other systems have attempted to teach English to the children in their own neighborhood schools, keeping them with other children of their own age, pairing newcomers with a friendly 'buddy,' and withdrawing them for special remedial work.

The emphasis in most instances has been upon linguistics and the acquisition of school language. It is interesting to note that the schools where children are encouraged to have young 'teacher-buddies' and where the schoolroom atmosphere is conversationally permissive, are the schools where children seem to pick up English most rapidly. In these schools, remedial English teaching assumes less obvious importance than in others.

Children served in their neighborhood school quickly put down roots. On the other hand, children taken away from the mixed groups with whom they would play and associate at school, and kept apart with other newcomers, may acquire the new language, but have to take the great leap of entering a new school the following year with strange children and strange teachers.

New Canadian children unable to cope with the language of the school, and unable to test their new communication skills with new-found friends, must overcome an enormous hurdle. Being forced to sit quietly for hours on hours, and days on end, in an atmosphere filled with strange visual and vocal signs, can be a great trial. If the atmosphere of strangeness is heightened by hostile or negative attitudes toward the foreigner, the pain and the desire to escape by day-dreaming, acting up, staying home, and eventual dropping out are understandable.

We must realize that the parents of these children, though handicapped by lack of familiarity with the Ontario way of life, by their language, and too often by cramped living conditions, are often drawn from the more enterprising citizens of their own country. The range of ability and temperamental expression of their children is very wide. They are as intelligent, fun-loving, and eager to learn as any other children.

A considerable number of immigrant parents will attend special evening classes; many of them will revere learning and their teachers as our forefathers did a few generations back. In some instances, immigrant children are at a disadvantage because of the poor education of their parents. A few parents may not give primary importance to education, and this may be reflected in the type of schooling they want for their daughters and the early age at which they would like their sons to become bread-winners. Nevertheless, the desire to establish firm roots in the strange land of their choice is very important to them. Such attitudes should be appreciated for their his-

torical and cultural foundations. Only through personal and kindly communication which reaches the parents, can the long-term educational values of the contemporary Ontario scene be understood.

Frequent contacts with the children's parents should be encouraged, even though such bridges may be difficult to build. Many immigrant parents find it difficult to fit easily into the school community. Parent groups, 'Parents' Nights' and 'Curriculum Nights' are new to them, and they feel intimidated and frightened by the authority, real or imagined, of the school. Ways must be found to build a sense of confidence and security before the newcomers can be expected to mingle actively with the established school community. The use of teachers of various cultural and ethnic backgrounds, supplemented with well-trained volunteers conversant with the languages and customs of the newcomers, can provide an excellent starting place for such relationships.

Teachers and counsellors have generally not been trained during their courses to teach such children or to appreciate the strengths and weaknesses of immigrant families and their children. In most instances, teachers seem to lack knowledge of the cultural traditions and family structure that lie behind the children's concepts

and behavior. In England, a series of background booklets for teachers has been developed to fill this gap. A similar series, supplemented with in-service training and refresher courses, should be considered basic provisions for teachers working in this field in Ontario.

Schools faced with the practical problem of smoothly and intelligently integrating young New Canadians into their midst, must take account of the children's previous environment and prepare them for life in a different one. The same principle can be applied to any child transferring from a learning situation significantly different from the one into which he is entering. The variety of cultural backgrounds can greatly enrich every school's geographical and historical discussions, and used imaginatively can improve the newcomer's image of his own cultural heritage in addition to enhancing the appreciation of his fellow students.

Young children should be introduced to their new environment in gradual, meaningful stages. Visits to the local supermarket, the fire station, the library, a museum, a factory, or a department store can provide a useful background to their school work and conversation.

Books used at school should be re-examined for their attitudes toward foreigners, and different religious,



ethnic, and racial groups. Some books may be found linguistically unsuitable because they assume a social background incomprehensible to the newcomer.

Young children usually acquire a second language with greater ease than older ones. The older New Canadian students who arrive late in their school life have a greater problem. In too many instances, their inability to speak English has been treated as a valid excuse for dropping out of school before the official leaving age. Not too much sympathy is expressed for the older child's difficulty in learning a new language after the patterns, and often the written forms, of his own language have been mastered. This calls for special techniques and materials, and poses problems to which little research has been directed.

Every effort must be made to make New Canadians, like the rest of our children, feel at home as early as possible in the world of learning, and new methods should be developed to assist the mothers in acquiring conversational English, so that they may keep abreast of their children. The purpose of the various remedial measures mentioned should be to eliminate, not to perpetuate, the need for them. New Canadians should be made to feel like full-fledged Canadians as quickly as possible. They should be encouraged to be, not passive onlookers of the Canadian way of life, but active participants who know their rights and enjoy them. Segregating them as a group, and over-emphasizing their identity can make them feel alien, uncomfortable, and different. The time required to make a newcomer feel at home in the school and community should be used as an index of our success. The steps taken to help newcomers must be constantly reviewed as new immigrant groups are absorbed into the native population. Special measures, too long perpetuated, inevitably identify children as different, so that their duration should be as brief as possible.

-Canadian Indian children

The Canadian Indians in Ontario are a relatively small group, with about 50,000 registered Indians, and probably another 50,000 who are not registered but who can be culturally identified as Indian. But although the group is small, it is one not likely to disappear. The birth rate is the highest of any ethnic group; 17 per cent are under five years of age, as compared with 11 per cent for the rest of Ontario.

Most are segregated in isolated reserves, in urban slums, or in areas outside mining and industrial centres. A very small number have moved into the middle class and into white-collar occupations in our cities and towns, as exemplified by several outstanding teachers and educationists who appeared before the Committee.

The isolation, poverty, and low social status tend to retain the Indian population in concentrated pockets, where these conditions are perpetuated and worsened. The condition of the Indian citizen in Ontario, if measured by commonly accepted yardsticks of progress and well-being, is so poor that it is almost impossible to believe that he could have arrived by accident at such low levels of income, health, and educational attainment.

Coupled with all this, a prejudiced stereotype of the Indian is too often communicated in classrooms. This we must eradicate. The learning environment of Indian school children must be changed, to restore the dignity of the individual and his pride in family, home, and heritage. Only then can every Indian child in Ontario receive the benefits and opportunities for learning to which he has the right.

In November, 1965, Father André Renaud, O.M.I., presented a paper on "Education from Within," to the Ontario Conference on Indian Affairs. Father Renaud, a Professor of Sociology at the University of Saskatchewan, has devoted many years of study and research to work with Indians. The Committee is deeply indebted to him for his work, personal presentations, and illuminating insights, which are heavily called upon for support in this chapter.

Father Renaud points out that today children of Indian descent are being schooled presumably for competence in our society, rather than for what is left of their own. Therein lies the difficulty. For the past 25 years, Indian children have been offered a schooling process identical

to that offered to other Ontario children. A brief look at the reserves indicates that this approach has produced poor results.

Educators must be sensitive to the cultural background of Indian children if the learning experiences provided for them are to be meaningful and rewarding. Indian children are not born into a vacuum, but into families that are integrated in a given type of human community, which may or may not be integrated in the larger society which we call Canadian.

The following characteristics of Indian society were extracted from Father Renaud's paper:

1. "... Today's Indian communities are a continuation of a 'silent' type of human society ... Indian communities developed ways of communicating between human beings which did not stress oral language ... in a face-to-face hunting society, talking is not necessary to be successful at the hunt or to nurture social awareness ... They read or guess each other and other fellow human beings much better than we of the talking society are able to do.
2. "... Indian communities function *without* the benefit of full literacy ... The record of the past is still transmitted orally by the older generation and not in textbooks, as in our society ... There are few books and newspapers in the homes or on the reserve ... Yet most Indians are potentially avid readers, provided the printed matter is of direct interest to them ...
3. "... Indian communities are still functioning in a *prescientific* and *empirical* way ... The factual knowledge of the geography, wild life, and vegetation of various areas in Canada accumulated by the Indians was extremely extensive and accurate ... This knowledge, however, was purely empirical. It was the accumulated observation of centuries of hunting and food gathering ... and was handed down by word of mouth ... This traditional knowledge of natural environment has been changed and such knowledge has lost its life-giving function and purpose. The process itself has remained, however, applied to the man-made environment of our cities and other institutions: parents and neighbors tell children what they know of the white man's society and where to get supplies of one kind or another, etc. Both grown-ups and children keep their eyes open all the time to learn more, but it is not recorded and tested observation. It is often accurate, but it is not scientific.
4. "... Indian communities, particularly on reserves, are *traditional*. The older people still teach the young directly and personally ...

5. "... Indian communities are *homogeneous*: cross fertilization of ideas, skills and attitudes is still kept to a minimum and in-breeding is constant. The main consequence is that each Indian community ... has a very definite identity well known to its members

6. "... In all societies there is a constant *adjustment* between the *material* and the *spiritual*. Most societies adjust by the gathering of one ... way to satisfy these needs ... It is the case of maximum ... adjustment with minimum manipulation of environment versus minimum human adjustment and maximum manipulation of environment

7. "... A very large number of Indian societies do *not* fully operate ... They do not buy water, pay rent, buy fuel, etc. Most government services come to them without a price ... The sharing pattern is still present in many communities, preventing the accumulation of goods and the full experience of private property with all its psychological and social consequences

8. "... Most Indian communities number less than a thousand members. Consequently, they are still ... There are few formal organizations in Indian communities and most social planning is either informal, traditional, or non-existent

9. "... Individuals in each Indian community are aware of an extensive amount of interdependence, with their fellowman inside the group ... each Indian community conceives of itself as a '*we*' and looks at the outside world as '*it*' ... among Indian people there is little psychological awareness or recognition that they need other human beings outside the reserves and that other human beings need them

10. "... Indian communities are well aware that in some way they are far *more* ... than all the other communities that have emerged on our common territory



This is the frame of reference that the child of Indian background brings to school, and which influences him throughout his years of schooling. Any plan to bridge the gap for an Indian child between a pre-industrial civilization and the 20th Century technical age must take this into account.

The learning program for children coming from Indian communities cannot be the same as the program appropriate for children living in a sophisticated urban, or even rural, area. However, the principles upon which the learning program has been outlined in this Report should make it possible for Indian children to begin their climb up the ladder to higher education from their own unique vantage points. The children of every society start from different positions, and the higher they go, the closer they come to children from other societies. The main thing is to inspire children to climb their own learning ladders rather than fall off and be left at the wayside.

In planning schools and working out learning programs with Indian children and their families, special consideration should be given to the sociological insights presented by Father Renaud. Armed with such knowledge, an understanding of human development, and a sense of 'creative' commitment, the educators who seek to teach Indian children will accept one of the greatest challenges that Ontario education has to offer.

The Ontario Government has no explicit policy directed specifically toward Indian students, since it does not distinguish students of different ethnic backgrounds. It is recognized, of course, that there is much unofficial concern among Departmental authorities. The Federal Government has a special interest in registered Treaty Indians and does have policies for them. Its current program was outlined by the Minister of Indian Affairs and

Table 7
Analysis of Indian school enrolment in

Ontario, January, 1965				
Indian schools	Provincial schools	On reserve	Total	Percentage in residence
6,545	4,484	1,700	12,729	51.5
Boarders (Hostels and residential schools)				
Indian schools	Provincial schools	Total	Percentage in residence	
812	643	1,455	11	

Table 8
Indian students attending Provincial, Private and Territorial schools, 1964-65.*

Linguistic status		
Classification	Ontario	Canada
Pre-Grade 1	155	1,005
Grade 1	353	2,000
Grade 2	402	2,000
Grade 3	356	1,800
Grade 4	399	2,000
Grade 5	351	1,900
Grade 6	408	1,800
Grade 7	449	1,800
Grade 8	373	1,500
Total	3,244	16,000

Use of Indian languages

Those speaking Indian		Those speaking only Indian	
Per cent	Number	Per cent	Number
Ontario 53	25,969	17	7,811

*Canadian Census, 1961

Native Indian and Eskimo population in Ontario*			
Total	48,074	Age groups	
		0-4	8,001
		5-14	12,977
Male	24,372	15-24	8,509
Female	23,702	25-34	5,886
		35-44	4,493
		45-54	3,371
		55-64	2,127
		65+	2,110

*Canadian Census, 1961

Northern Development, the Honourable Arthur Laing, speaking to the National Association of Principals and Administrators of Indian Residences, on March 15, 1967. He stated that close collaboration with provincial school systems is now an essential part of Federal policy. Policy or not, remedies are needed, and in this regard, the Committee strongly recommends that Indian children be taken under the total umbrella of Ontario's educational policies and responsibilities, with Federal financial co-operation.

The status of the Indian in Canada has become entangled with a history that reaches back far beyond Confederation, and education cannot solve the problem in isolation. The solutions lie in all-embracing approaches based upon the total needs of Indians in present-day society. The Committee urges that earliest attention be given by provincial and federal authorities to working out a fairer situation for Indians. The focus here has been upon education, but it is realized that the proposals made can be implemented satisfactorily only as part of comprehensive change, calling for imaginative thinking and bold steps, and involving the Indians themselves in the process.



-The socio-economically disadvantaged
Much has been written previously in this Report about the possible disadvantages children from various backgrounds may have upon entering school. Nursery schools have been emphasized as one technique for helping children acquire the language and skills many middle-class children acquire at home or in private nursery schools. It has also been found, however, that continuity of individual interest and stimulation must be maintained in kindergarten and the early school years if the gains thus made are to be retained. The Committee has come to view pre-kindergarten schooling as valuable, if not vital, for all children.

We must recognize that more and more young mothers, especially in the large metropolitan areas, are working outside the home and, in most instances, are obliged to leave their youngsters in the care of untrained people. As a result of these and other factors, the number of children who spend their days in crowded apartments without adequate play facilities and playmates, or without appropriate guidance and training, is increasing. In the rural areas, children who may have no nursery school experience, few playmates, and in many areas no kindergarten experience, should be given the opportunity to enjoy these experiences just as their city cousins do.

We are in no sense suggesting that the school should take over the responsibilities of parents for their young children. However, we argue for the positive benefits of nursery school experience for all children, while at the same time inviting maximum parental involvement. The importance of tempering even the best home care with earlier contact with groups of children is increasingly admitted. There is, too, a growing recognition of the findings of psychological research that many of the rudiments for later learning experiences are acquired before children enter primary school.

What is done in the preschool classroom varies a great deal. For underprivileged children, the stress is on a combination of health care with development of a more extensive vocabulary and range of experience. In general,

educators are still divided into two camps—one leaning toward group games, singing, and art, and another that stresses the handling of numbers, some basic playful experimentation in science, and the beginning of letter and word games. Much of this argument is carried over to the daily compensatory classes presently going on in some Ontario centres, where disadvantaged children are 'educationally pressured' for two hours daily as a supplement to the regular morning kindergarten experience.

As has been stated earlier in this Report, in order to evaluate such techniques, long-term and short-term goals must be clarified, and research by qualified personnel should be encouraged. We still know little about the importance of timing in the development of the cognitive process, and which stages within the process may or may not be reversible. Every precaution must be taken to ensure that present Grade 1 learning programs are not lowered into kindergarten and so on throughout the learning program. Each stage has its own appropriate learning tasks, closely related to the natural development of each child. Just as children cannot be taught how to skip before they can walk, there should be no attempt to force early reading and writing upon children at four years of age. What can be done is to guide their learning in such a way that a solid foundation is built, upon which more abstract stages of learning can be constructed.

In the interests of all children, kindergartens should be made available in every community, with particular emphasis on the non-urban parts of the province. Compensatory learning programs for underprivileged children should be given high priority, preferably as a remedial experience within the home school. The Committee strongly urges the development of nursery schools, far beyond their number today. Priority in time should be given to developing nursery schools in the socio-economically deprived areas throughout the province, but the nursery school movement should be given support for all children. At the present time, nursery schools come under the Department of Welfare. It is strongly recommended that they be considered as an educational instrument, not as a child-caring, baby-sitting service. The learning experience at the nursery school level should flow smoothly and meaningfully without interruption, repetition, or confusion into the program carried on for all children at the kindergarten and primary levels.

Table 9
*Nursery Schools in Ontario

	Number children
Capacity of nurseries	
Capacity of all nurseries	13,085
Capacity of public nurseries	1,550
Capacity of nurseries giving all day care	4,230

Number of nurseries according to type of program	
Day nurseries	101
Private kindergartens	17
Nursery schools	113
Residential nurseries	1
Mixed types	124
Total	356

Location of Full-Day Programs and Half-Day Programs by population centres					
	Number of centres	Full-Day Program		Half-Day Program	
		Number	Per cent	Number	Per cent
Over 30,000	28	88	87	158	62
Under 30,000	86	13	13	96	38
Total	114	101	100	254	100

Classification of nurseries according to operating agency		
	Total	Per cent
Individuals	170	48
Co-operatives	56	16
Private agencies	101	28
Public agencies	29	8

Type of building	
Church	112
House	73
Public hall	65
School	14
Nursery building	17
Own home	75
Total	356

*Ontario Department of Public Welfare, 34th Annual Report, 1964-5

Special learning in extra-school establishments

Many children with special handicaps are being cared for in a variety of residential settings, institutions, group homes, children's villages, and so on. The present Report can comment only briefly upon this area, and the Committee asks that a special study in depth be made of all these services, with a view to establishing better coordination, closer integration, higher standards, and increased services for every child in Ontario. Those involved here are children who in the past, for one or more reasons, have been designated as incapable of being handled within the regular school programs. They range from severely mentally defective to emotionally disturbed, visually handicapped to physically impaired, and include also those deemed 'unmanageable' or delinquent by the courts.

Some of the institutions which shelter these children fall below the standards the Committee would consider desirable for children. In some cases, the children's 'schooling' is too closely entwined with custodial care, within physically crowded and unattractive facilities, lacking in trained personnel. Wherever feasible the Committee recommends the physical separation of 'the school' from the residential facilities. Parading from one ward to another for learning experience can hardly seem like going to school. Going to a school, even if it is only a few yards away, is psychologically significant to a child, and makes it possible for him to prepare himself for learning with a fresh set of attitudes.

Some institutions have a short-term policy, which implies that the children in their care could, under certain conditions, re-enter the regular educational stream. The Committee's concern was particularly with the educational component of such institutions: the quality of education given; the staffing; the facilities; and the rigidity or flexibility of rules and practices permitting children to move from such institutions back into the normal stream of learning and living.

-The deaf

Particular attention is drawn to the study made for the Committee by Dr. Harriet Green Kopp, Principal of the Detroit Day School for the Deaf, and one of the outstanding international authorities on education of the deaf and hard-of-hearing. Her study focussed upon the educational facilities and services in Ontario for this particular handicap. It is not possible to give here the details of her illuminating report, which in many ways points up very clearly that, in this field particularly, Ontario has not kept pace with recent research findings and expenditure of funds commensurate with the problem. Dr. Kopp says: "Historically, the education of the deaf has been weakened by the pull of opposing philosophies concerned chiefly with the mode of communication. Battle lines have been drawn so sharply that those necessary areas of concern have been neglected. Within the past ten years there has been increasing realization by educators that a comprehensive plan for the education of all hearing-impaired individuals must be developed. Although the deaf comprise a small population, a minority group, they should not be permitted to become a sub-culture by default."

Dr. Kopp's paper, the main points of which are summarized below, provides valuable guidelines for study and improvement of most of the facilities for dealing with serious handicaps which have been developed for the children of Ontario in the past 75 years.

1. The Committee's previously expressed concern with the need for early diagnosis is strongly supported. In her words, "Our educational systems must be aware of medical findings and must participate in the care of high risk infants if we are to succeed in the flexibility required to advance the lives of the deaf."
2. The present situation must be examined, its effectiveness evaluated in the light of known research data and experience and more effective use must be made of present resources.
3. Such study must involve assessment of the entire educational program, from finding and diagnoses of infants through vocational planning, placement, and marital counselling.
4. Planning must take into consideration density of population, geographical distribution, financial resources, existing programs, available personnel, and the nature of the population.



5. The international trend is away from the residential to a combined day school program with day schools located in centres of population. A critical factor is the need for a sufficiently large school population to permit homogeneous grouping and sequential education. Although absolute minimum school size is still a researchable topic, it is known that fewer than 150 children make age-grouping unfeasible. Upon this basis, many older residential institutions in their present form should be phased out.

6. Regional boundaries for transportation districts should be based on population and geographic criteria rather than on political divisions. School districts and school boards can develop co-operative rather than competing plans in order to serve their impaired children with maximum use of available resources.

7. It is becoming usual practice to educate impaired children at the earliest possible age. For example, the improvement in early detection of hearing loss permits provision of hearing aids to very young infants. Intensive exposure to acoustic stimuli coupled with systematic development of language has altered the historic definition of hard-of-hearing.

It is now possible to educate as hard-of-hearing, many children previously classified as profoundly deaf. For the profoundly deaf infant, early language programs are essential if the child is not to suffer irreversible damage in the development of areas responsible for perceptual and cognitive abilities.

It is important to realize that children with handicaps experience the same sequence of physiological, social, and psychological maturation levels as their non-handicapped peers; but too often the natural order is altered by delay in language development, which disrupts the normal cycle and causes added developmental stress. Dr. Kopp claims that "later education cannot remedy the cumulative language disability arising when the very young hearing-impaired preschool child does not receive consistent and continuous teaching by well prepared professionals." The same principle probably applies to all handicapped children.

8. "Parent education and parent counselling programs from infancy throughout the educational cycle are essential to provide for family involvement in the total team effort."

9. "Longitudinal evaluation on a routine periodic basis should be the responsibility of the total professional team. For example, for the hearing handicapped team this should include the otologist, psychologist, social caseworker, audiologist, vocational rehabilitation worker, and educator, with the educator assuming responsibility for co-ordinating the effort until the student is ready for vocational placement. At this time responsibility should shift to the vocational rehabilitation agency for continuing counselling service to the adult, both vocational and personal."

-The blind

Education for the blind is now undergoing an interesting transitional stage from residential schools to integration of such children into regular schools. Programs for visually handicapped children in Ontario date back to the 19th Century. The general pattern of life for a blind person has been one of segregation beginning with the residential or special school, continuing into a sheltered workshop or protected community of workers, and ending in an asylum for the aged and infirm. The fact that some blind children attended regular schools during this period was accidental and actually the result of scarcity of special schools. Planned, integrated schooling for the visually handicapped is a much later development.

Stewart E. Armstrong, Superintendent of the Ontario School for the Blind at Brantford, in expressing the aims and objectives of the school, emphasized to the Committee the importance of recognizing each child as one who is first a child, and second a person who is blind. As a child he has a right to develop his potential to learn and grow into a responsible, productive, and well-adjusted citizen.

The school emphasizes the desirability of the blind child having contacts with seeing children, so that both the seeing and non-seeing can learn to appreciate each other as members of society.

Present programs in the province range from that of the residential school at Brantford, which is a Braille school situated on a 45-acre park 65 miles west of Toronto, to integrated classes, because the policy has been for very many years to encourage those Ontario children who are able to use ink-print to remain in their home communities and attend the regular schools. Of the 256 children enrolled in the Brantford School, 200 come from Ontario; the remainder come from other provinces.

The integrated programs apply to any situation in which a visually handicapped child continues to live in his own family circle, attends a school within walking or commuting distance of his home, and associates with

other children in the school for at least some of his lessons and with neighborhood children after school hours.

The variations possible within this rather loose arrangement are numerous, and the techniques used include the limited vision classroom, the resource classroom, the resource teacher, and the itinerant teacher. Each of these involves to a greater or lesser degree the services of a trained teacher of the blind and the supplying of either Braille or large-type books and other specialized equipment and materials.

An interesting pattern of integrated services may be seen in New Jersey. This state carries a completely integrated program with no residences. The New Jersey system recognizes that it cannot duplicate all the services provided by the residential school but seeks to provide many of them at a summer camp for blind children. This is still an area for study. It is part of the trend and the thinking of this Report and is implicit in the Kopp study.

In 1966, a comprehensive American study by J. W. Jones and A. P. Collins, called *Educational Programs for Visually Handicapped Children* was based on "an analysis of reports from 353 special local public school programs which employed one or more full-time teachers of visually handicapped children and from 54 residential schools for these children." It revealed that the growth of integrated classes has been rapid in the last few years particularly at the elementary level.

-The retarded

The special schools operated by the Retarded Children's Association in co-operation with the government, are now in an interesting transitional stage. The point is being reached where such special schools will become part of the spectrum of public education—their programs to be co-ordinated and supervised and to include integrational experiences with children of other 'labels' and children in the normal stream. This entire process is moving increasingly from total voluntary effort to government responsibility.

The role of voluntary agencies in education, such as those concerned with learning and emotional disorders, should not go unappreciated in a democratic society. It was these agencies which redefined 'educable' as applying



not only to those children who were capable of learning to read and to write but to the slower learners and all the other handicapped children whose learning accomplishments were at a non-verbal, non-academic level. It remains to develop these facilities to a degree that will ensure access for all children with such handicaps to the best possible learning experience related to their needs

-The physically handicapped

The quality of education in some of the institutions devoted to this area of education is excellent. Sunny View School in Toronto provides an outstanding example. The Crippled Children's Centre, a voluntary agency located in Toronto, and serving the children of Ontario, is probably one of the very best centres of its kind. Here medical diagnosis, remedial work, therapy, and education are well integrated into a smooth-running service by extremely capable personnel. The colorful, warm atmosphere in the nursery schoolrooms, the psychologist sitting on the floor beside a child, the three hundred responsible volunteers who come regularly every week, present a treat for the visitor. The ingenuity of prosthetic appliances created and developed on the premises, and the dedicated surgical, medical, and therapy teams illustrate the heights a service can reach in this province when supported by both private and public interests.

The need to regionalize many of the services offered in this centre should certainly be given serious consideration, so that the benefits could be placed within reach of all children in the province. Much should also be done to clear away the cobwebs of protocol which enshroud many of the financial relationships between government and voluntary agencies. Serious consideration should be given to co-ordination by the provincial government of the educational programs in many institutions, with a view to involving the leadership presently developed, and working out financial support commensurate with support of education in the regular schools. The relationship between voluntary and governmental services should be studied

Table 10
School enrolment in Ontario Training Schools, 1966

Number of training schools providing programs of education	12
Number of Girls enrolled	1,114
Number of Boys enrolled	2,564
Total	3,678

Table 11
Distribution of enrolment in
Ontario Training School Programs

Programs	Number of programs	Students—full time	Students—part time	Total program enrolment
Academic	Grades, plus Opportunity	1,570	665	2,235
Vocational	18	147	1,671*	1,818
Total		1,717	2,336	4,053

*Some students on different activities.

—Children in reform institutions

Particular mention must be made of the advances which have been made in the past few years in education at the training schools under the Department of Reform Institutions. The teachers have been recruited by a full-time educational director, paid salaries equivalent to those of teachers in the regular school system, and provided with modern educational facilities and aids. Every effort is being made to help the teachers feel that they, like all other teachers, belong to the general educational structure of the province and to have them keep abreast of new developments and experiments. Genuine efforts are being made to improve motivation, broaden the curriculum, and to use educational materials that are meaningful to the students. In all these areas, the teachers are constantly reminded of just how significant education can be when it serves as a key to reach and rehabilitate students. In the words of the Minister of Reform Institutions, "The Department has very definite plans to expand its system in the future, as needs and various business and social trends make themselves felt. Increasingly, in the future, the meetings between the Director of Education, Head Teachers, and the contract teachers of the various institutions will provide the framework and experience from which a solid, thoughtful philosophy of Correctional Education will emerge, and gain recognition and stature as an influential aspect in the rehabilitation of the offender."

Despite the cheerful, well-equipped, contemporary classrooms and devoted teachers, the haunting sights of a child behind bars, of pastel painted cells for girls, and of an eleven-year-old in a reform school, could not help but give the Committee occasion for deep reflection. Surely our society must give thought to the winding and painful path which leads children so early in life to such incarceration.

The high incidence of youngsters in these institutions who come from broken homes; who are without families; who have been transferred from less severe training schools; who have come from long chains of foster homes; whose educational excursions have been sporadic; and who are often accompanied by bulging files of psychiatric, psychological, and social work jargon, speaks sadly of the sordid life histories of many of these children.

The Committee recognizes that the educational system is only one of the instruments by means of which society makes small and inept attempts to attack such rooted problems. Emphasis must be placed upon seeking out and developing as early as possible all preventive measures which will help protect children from such disaster. The teacher in the schoolroom must see herself as an integral part of the harmonious orchestral arrangement of human services which must be developed if such misfortunes are to be prevented at an early age.

The residential schools on this continent are beginning to feel uneasy about the pressure for 'integrated' education. It must be appreciated that a good residential experience may be preferable to a poorly conceived or limited approach to integration. It is for this reason that, before remote residences are phased out, those of the handicapped who are in need of special help, must be assured that the finest quality of service and education will be provided for them. There will probably be a need for decentralized small regional residences to house children with multiple handicaps of a serious nature; however, precedence will sometimes be given to larger centres with highly-trained personnel, and where more sophisticated higher educational facilities are readily available.

But quality services such as these and all similar schools, regional, local, and residential or day, should not be restricted to the children of public school supporters only, inasmuch as the Province contributes annual grants to such schools from general revenue.

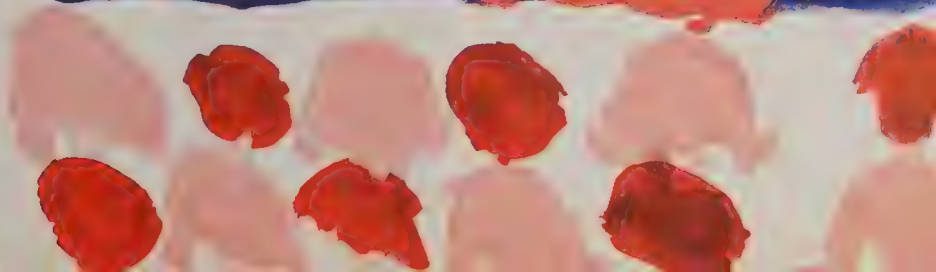
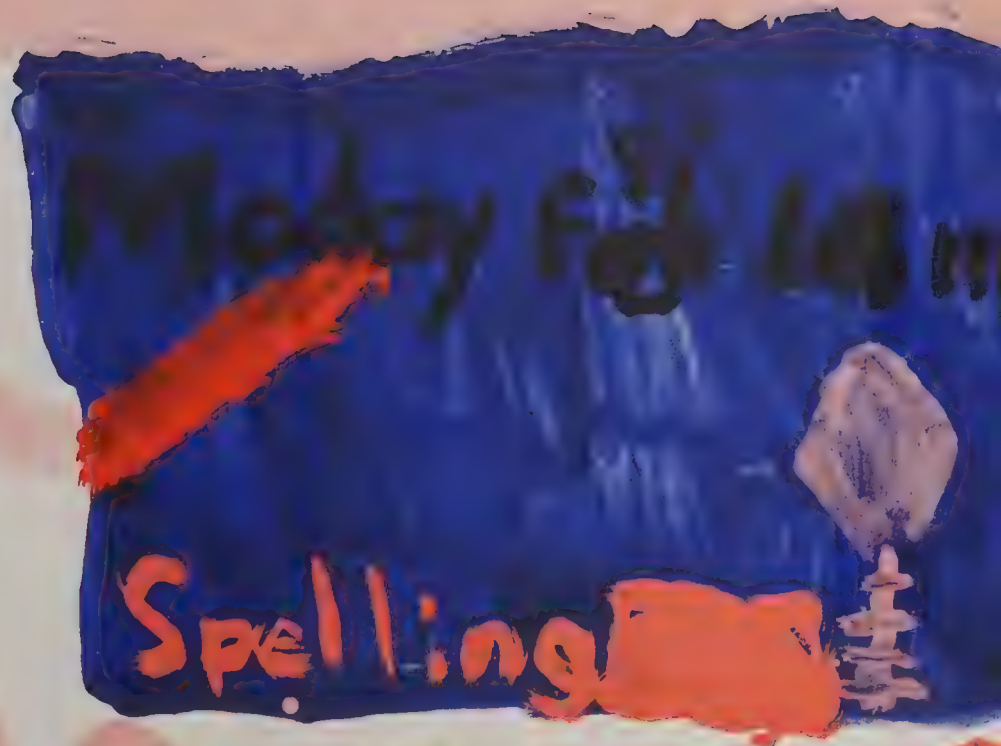
If a child goes to Milton, Belleville, or Brantford, the Province pays the entire cost, but in Toronto, especially, the local taxpayer is required to fund a substantial part of the cost for such education. Such schools may be administered by one school board for the benefit of children of all taxpayers. But equality of opportunity to all and an absolute right of access requires that the total cost of all such schools should be borne by the Province.

Returning to the basic postulate that every child is our major concern, and after carefully examining the bewildering array of special learning programs in this province the Committee wishes to reaffirm its conviction that every child benefits from compassion, good teaching, adequate facilities, and understanding. Every child in Ontario has a right to stand with dignity beside everyone else in the human parade. The handicapped child, whether seriously or mildly affected, must be given a chance to learn like any other. No child, by reason of geographic location, religion, or any personal circumstances should be denied access to such help.

If we are truly to help the child who is different, we must be preoccupied not with his handicap, or with his weakness, but with his potential and his strengths. All of us need to recognize that all men are part of the great tapestry of life, and that all are potential contributors to society. We all share the joys and sorrows, the achievements and the failures of the great spirit of man.

The late Dr. Z.S. Phimister caught the vision in his address to the 44th International Convention of the Council for Exceptional Children, in April, 1966, when he said: "But different as each child is, and unpredictable as he is, he along with the rest of us must recognize, if we are to make democracy work, that we have a part to play in society, and whether that part will add something desirable to the world or subtract something from things as they are, is up to us to determine."





THE WORLD OF TEACHING

The modern curriculum is focussed on the interests, needs, and abilities of the individual, learning in the company of friends. For the learner, the member of the educational team who is closest to him, who understands and provides for his interests and needs, and who guides him through inquiry to discovery, is clearly the most important agent in the educational process. A child's best guarantee of a good education is an inspiring teacher, a vigorous, informed, friendly person who likes children, who is able to establish a cheerful, social, permissive climate for learning, and who maintains creative and democratic relationships.

In any field of human endeavor, programs of improvement are successful to the degree that they are understood, accepted, and applied by those who have the ultimate responsibility for implementing them. Changes in education, no matter how sweeping, profound, or ideal, are barren unless they bring about changes in the classroom; their effectiveness is determined almost entirely by the teacher. A school system may have a dedicated, responsible board of trustees, excellent buildings, modern courses of studies, abundant resources, and inspired supervisory personnel, but will still be ineffective without good teachers in the schools. These agents of education can contribute greatly to the success of pupils and good teachers but cannot compensate for poor instruction.

As a nucleus unifies the parts of a cell and guides its growth, so a teacher unites and guides a group of individual pupils. Sir William Osler observed that "no bubble is so iridescent or floats longer than that blown by a successful teacher."

In numerous submissions to this Committee, individuals and groups interested in educational changes in Ontario have stated that improvements in education will depend largely on better selection and education of teachers and on their continuous professional development.

Various royal commissions on education in recent years have also supported this position. In Ontario, in 1950, the Hope Commission stated that "The teacher is the keystone of the educational arch: in the final analysis the fulfilment of educational aims rests with him." The Cameron Commission in Alberta in 1959 reported that "The Commissioners have recommended that certain

modifications be undertaken within the present curriculum and the administrative structure that supports it. But these changes alone will not overcome any educational deficiency. The keystone is the teacher." The Chant Commission in British Columbia stated in 1960 that "in the end it is in the operation of the schools that the effective philosophy of the school system is revealed." More recently, in 1965, the Parent Commission in Quebec observed that "the training and improvement of teachers lie at the heart of educational reform." These conclusions of royal commissions support the viewpoint of the teachers of Ontario, who state in their professional pamphlet, *Why Teach*: "In the final analysis, the quality of the education provided for any people is dependent on the calibre of the educators themselves [Teaching] is a difficult and noble art, demanding consummate skill, inspired insight, enthusiastic zeal, and dedicated devotion."

It is not only in our own time that the significance of the role of the teacher has been emphasized. The words 'teacher' and 'master' have been synonymous through many centuries, and history has accorded to only a relatively few philosophers and religious leaders the title of 'great teacher.'

In any society, the teacher is both the builder and guardian of the nation. In a democratic society, however, an even greater responsibility is given over to teachers. If the strength of democracy lies in the strength of each individual, and in his ability to make and participate in making decisions, sharing resources, and carrying out individual responsibilities, then the force which constantly generates individuals with democratic attitudes and ideals is both the creator and the protector of democracy. This force may be strengthened by responsible politicians, alert news media, and an active citizenry, but the force itself is made up of those teachers who create a compassionate and democratic climate for young people, and who provide their students with the desire and ability to become informed, to think critically and creatively, and to speak and act in a courageous and responsible manner. The democratic classroom is both the incubator and the cradle of democracy, and the teacher is its parent and guardian.



THE TEACHER'S CHANGING ROLE

A dictionary defines the teacher as "a person who inculcates, instructs, guides . . ." These three somewhat different meanings of the same word reflect the changes that have taken place in the role of the teacher in this century.

Traditionally, the teacher's task was to *inculcate*—to impress upon the student's mind the mastery of a limited body of facts and principles, mainly through rote learning; the emphasis was on the memorization of facts.

Later, the teacher became a person whose work was to *instruct*. In this role the teacher added the mastery of skills and the understanding of ideas to the earlier emphasis on memorization. Rote learning was replaced by a variety of techniques, mainly employing question and answer, but also including discussion and physical activity. The teacher continued to be the central figure in the teaching-learning process.

The modern professional teacher is a person who *guides* the learning process. He places the pupil in the centre of the learning activity and encourages and assists him in learning how to inquire, organize, and discuss, and to discover answers to problems of interest to him. The emphasis is on the process of inquiry as well as on the concepts discovered.

A number of factors have worked together to bring about these changes in the image and role of the teacher. Because all these factors will continue to affect education throughout the foreseeable future, a recognition of their effects may contribute to a continuing shift in the status and role of teachers.

The nature and pace of change in scientific discovery, technology, communication, and social values have had an inescapable influence on the children who attend our schools. Some teachers have adjusted to, or made positive use of social change; others have resisted it; but none can ignore or deny its existence. This change is



manifested in the activities of pupils and teachers through a greater inclination to question, discuss, and criticize; to challenge the significance or relevancy of traditional disciplines; to demand a share in curriculum planning; to relate traditional problems to current matters; and to identify and assert individual needs and interests in the planning of school experiences.

Further, growing awareness of the uniqueness of each child, and a better general understanding of child development, have shifted the focus from the teacher and the class to the individual pupil and his teacher. The interests and needs of the individual child are becoming to an increasing degree the basis of the curriculum. Concern for physical, social, moral, spiritual, and emotional development has been added to the school's traditional interest in academic proficiency. This evolution has added the responsibility for counselling to the role of the teacher.

A better understanding and application of learning theory has meant changes in classroom methods, and the emphasis has shifted from *teaching* to *learning*. A greater variety of new techniques, audio-visual tools, textbooks and resource books, and new flexible procedures for organizing classes have all broadened the variety of pupils' learning experiences. More attention to pupils' interests, more freedom for discussion and experimentation, and a more permissive and friendly classroom atmosphere have altered the climate for learning. Research in education, while unfortunately not always finding its way into the schools, has nevertheless motivated outstanding teachers in many centres and thus has influenced changes in teaching practices. The presence in both classrooms and administrative posts of increasing numbers of teachers with university education and post-graduate and research experience has accelerated changes in both school organization and teaching methods. A much broader influence has been the array of high quality in-service programs, provided by teachers' federation groups, local boards, the Department of Education, and other agencies. These have been attended and supported by the majority of Ontario's teachers.

Perhaps the most fundamental factor in creating the new role of the teacher is his increased interest in the aims and objectives of education. As never before, teachers are reflecting on the aims of education in a complex modern society, and are attempting to provide an education consistent with these aims. A great number of teachers are now formulating and expressing their personal philosophy of education. More attention is being given to helping pupils solve problems of concern to them, and less to the memorization of specific facts. The focus is more on how to learn and think, and less on what to know and remember. Education is becoming a process, rather than a thing.

With the emergence of the new role of the teacher, new problems are arising to join the teacher's traditional concern for intellectual competence, security, and economic recognition. The modern teacher displays interest in professional competence and recognition, in independence and interdependence, and in responsibility and autonomy. These concerns are expressed in such questions as: How can the most capable young people be recruited for teaching? Are we truly a profession? How can I exercise a greater degree of autonomy in the curriculum for my pupils? Why must our profession be characterized by the vast hierarchy of authorities between the teacher responsible for educational practice and the minister responsible for educational policy? In view of the eulogies delivered to teachers as a professional group, why are we so obviously on the lowest level of educational agency with the least share of policy-making authority and the lowest economic status? How can I obtain research findings related to my everyday problems? How can I obtain special help with particular pupils in my care? How can I have my views represented in new courses of study, ETV programs and schedules, and other matters? How can I develop a pupil-centred inquiry program when my competence may be determined by my pupils' success on system-wide tests of specific content? How can we adjust our school organization to provide for team teaching, field trips, individual timetables, non-graded classrooms, and continuous student progress? The increasing number of such questions, posed by teachers individually and collectively, offers ample evidence of their changing function, and adds new importance to their role in achieving the aims of education.

THE TEACHER AT WORK

Today's teacher performs many duties which have been, and perhaps always will be, part of the work of the teacher. Some of these duties may have less or greater emphasis, but most remain the time-honored tasks that have always been responsibilities of the educator.



Planning

Every teacher plans his work, but how he does it depends largely on the degree of autonomy and the amount of individual responsibility that the system may grant him and that he will accept. The nature of planning also depends on the amount of responsibility shared by members of the staff. In the traditional classroom, planning was an individual activity; in modern schools, where several persons share or exchange responsibilities, much of the planning should be carried on through group discussion.

The most effective type of long-range planning is done when a group of staff members work together under the leadership of their principal, to prepare a set of attainable objectives and experiences geared to the interests and abilities of the pupils in the school and to the resources of the school and the community. With a somewhat less experienced staff, long-range planning may involve guidelines provided by supervisory personnel. A third approach to long-range planning, and one which makes the least demand on professional maturity, is the use of a detailed course of study prescribed by others.

Regardless of the method of planning employed, the teacher must decide on the goals to be pursued during each phase of the program; the major units of study to be undertaken; the means by which progress may be evaluated; the books and other resources that may be required; the means through which pupils' interests may be determined and developed; the organization for large group, small group, and individual study; and the methods by which the pupils may involve themselves in the day-by-day planning of their curriculum

Once long-range plans have been formulated, each teacher or teaching team accepts responsibility for short-term and day-by-day planning. Such planning is geared to a pace that the individual child can sustain. The design for the day-by-day program makes allowance for flexibility. This is most readily achieved by dividing the day into large blocks of time, thereby permitting diagnostic and remedial work, and individual and group activities at the time when the need is greatest or when interest is at a peak. Only if both the long-term and the day-by-day planning are thorough and flexible can the teacher be an effective manager, setting and adjusting the stage for learning

Organization of learning areas

In the future a school will contain various kinds and sizes of learning areas, including classrooms, small study centres, and large open areas. In a well-organized schoolroom efficient, flexible use is made of available resources, and routines proceed with a minimum of confusion and interference. In many classrooms, rows of fixed desks and the single bookshelf have been replaced by movable furniture and shelves, magazine racks, tables and cupboards, designed for displaying and storing books and other aids to learning. In a well-organized teaching area, the furniture is arranged or grouped as the needs demand, for art activities, interest areas, discussion groups, individual study, and other purposes.

The organization of schoolroom routines should be regarded as a co-operative activity of teachers and pupils, operating within the general organization of the school. The establishment of routines should be an

exercise in democracy in which pupils establish and maintain as many as possible of their own 'rules,' evaluating and revising them as conditions demand. This exercise provides for the development of self-discipline and responsibility

Learning in the school

As stated earlier, the spotlight in the school is shifting from methods of teaching to experiences for learning and the truly professional teacher now employs in each situation the methods that will enhance the quality of the learning experience of the pupils in his care. He creates the situation that most effectively involves the pupils. He recognizes the need to capture or arouse interest, to provide opportunities for inquiry, discussion, discovery, organization, review, and evaluation, to ask a searching question or make a useful suggestion at the right time, and to guide pupils in the selection and use of a variety of resources. The forming and understand-

ing of ideas and the development of skills and attitudes find their place within many learning experiences, and are not treated separately in formal or 'type' lessons

In establishing the atmosphere for learning the professional teacher remains sensitive to the interests and problems of pupils, and allows the direction or pace of the lesson to change as the situation demands. He realizes that for an individual child the sequence of steps in the lesson may be less important than a word of praise or kindness, or a sign of recognition or reassurance; indeed, such actions are themselves part of teaching 'method.' A teacher may actually be teaching very well when he is apparently doing little more than observing pupils at work; he does not believe that effective teaching demands constant activity on his part.

The growing interest in integrated instruction through team teaching is leading teachers more and more to a flexible pattern of teaching that employs a wide range of techniques, from formal lessons to individual study or research activities, with flexible patterns of classroom





or school organization to accommodate most effectively the various techniques and the special capabilities of the members of the teaching team. The co-operative planning of learning experiences necessitates greater attention to objectives, both immediate and long-term, and in turn leads teachers to adapt classroom procedures to meet these objectives. The modern teacher establishes objectives consistent with his philosophy of education; he views teaching procedures in terms of pupils' experiences; and he attempts to relate experiences on the one hand to attainable objectives, and on the other hand to the student's individual interests and stage of development.

Teaching aids

Teachers have long recognized the principle that the more senses involved in a learning situation, the greater the success of the learning. Teachers are now able to capitalize on this principle to a greater extent than at any time in history, for never before has there been such a variety of teaching materials, designed to involve the senses, particularly the visual, tactile, and auditory senses of the learner.

The professional teacher regards teaching aids as tools for learning, and not as crutches to compensate for ineffective instruction. In general, the more competent the teacher, the greater the variety of teaching aids employed, and the more effective the use that is made of them. In recognition of the need to involve each child as deeply as possible, designers and technologists are beginning to put in practice the teachers' request that tools for learning be designed so that individual pupils may use them when their special interests demand.

From earliest times, enterprising teachers have observed the effectiveness of real objects in stimulating interest and encouraging observation and discussion. With the advent of printing and photography, flat pictures became popular teaching aids, and probably continue to outnumber all other teaching tools combined. Picture files are recognized parts of the modern classroom and school library. Bulletin boards reveal day by day the variety of pictures relating to almost every current topic in the curriculum.

During the past few years numerous technological tools for communication have found a place in the various learning areas. Teachers have adapted practices to make use of radio, films, filmstrips, filmstrips, sound recordings on tape and records, programmed instruction, overhead projection, educational television, and other audio-visual materials. Teachers are not only using ready-made materials, but are also mastering the tools that produce and project them, to provide educational materials of first-hand interest for their pupils. The Committee was pleased to observe the extent to which pupils are engaging in the use of modern tools of communication, in playing or projecting the material for individual or class use, and sometimes in recording material which they are producing as part of their school experience.

The professional teacher compares the advantages of each new technological tool with those of the equipment he is currently using, and also recognizes the disadvantages of certain learning tools. He adapts his teaching to take maximum advantage of the strengths and compensate for the limitations of each tool.

The new role of the professional teacher places increased emphasis on several of his responsibilities. Teaching is a search—for better attitudes rather than for additions to a bag of tricks; for the best means of making school a valuable experience for all children. Today's teacher must be concerned more with the development of the child than with the conveying of information; he must be more concerned with how a pupil learns, thinks, and acts than with the particular facts he has mastered.



Establishing the climate for inquiry

Considering the attention given earlier in this Report to establishing the proper climate for learning, it may be regarded as being trite to point out again that this is the fundamental responsibility of the professional teacher. On the other hand, any discussion of the role of the modern teacher would be remiss if it failed at least to recognize the importance of flexibility and autonomy in curriculum, of the need of basing curriculum on the interests and abilities of pupils, and of establishing a climate in which pupils are encouraged to question and discuss, and to read, observe, interview, and experiment.

Co-ordination and co-operation

A teacher and his class do not exist in isolation. The professional educator is involved in, and carries out his share of, the co-ordination and co-operation of many persons, services, and resources that together form the educational environment. In so doing the teacher must provide for a democratic atmosphere within the schoolroom, for co-operation with principals, supervisors, consultants and others who offer help, for good public relations with parents and the community, and for the harmonious application of policies formulated by the Minister of Education and the local school board. Youngsters learn more about co-operation and democratic living by what a person does than by what he says. The teacher who co-operates with his own colleagues and supervisors, who involves himself in making suggestions and shaping policy, who participates in community and professional groups, and who accepts his share of social and professional responsibilities becomes, for his pupils, a model of co-operative, democratic citizenship. More important, the teacher who enables his students to assist in formulating most of the rules that govern the routines of their schoolroom, and who constantly provides opportunities for youngsters to plan activities and share ideas, experiences, materials and responsibilities, shows his pupils that democracy is a way of life and not merely a set of ideals.

Evaluation

Traditionally, evaluation of pupils' progress has been carried out by the use of periodic formal tests, chiefly in order to establish the level of achievement for parents and school authorities. With the introduction of a child-centred program, evaluation is changing in both function and form: its function is to determine the effectiveness of the program in the pupil's development; it takes the form of day-by-day observations of the pupil's interests and activities, difficulties and achievements. Evaluation is part of the learning program, is often planned jointly by the pupils and the teacher, and provides for self-evaluation as well as for diagnosis. The process may involve a discussion of the effectiveness of a learning situation, of the degree of participation of the pupils, and of suggestions for improvement of study habits, research and discussion procedures, and use of reference materials.

Teachers should welcome the parents' natural interest in the welfare, progress, and achievements of their children, and should attempt to provide parents with an assessment or report of each pupil's progress. Excellent attempts are under way to report achievement in descriptive rather than numerical terms, and to report on adjustment to school as well as on achievement and on the development of skills and attitudes. More and more, parent-teacher interviews are replacing formal report cards. The interview permits the parents and the teacher to exchange information about the pupil, and to examine samples of the pupil's school work. It establishes a professional relationship which in turn contributes to confidence and a better understanding of the co-operative responsibility of the parents and of the teacher in providing for the security, welfare, and development of young people.

In the opinion of the Committee it is time to challenge the value of making all reports to parents rather than to the students themselves. In keeping with suggestions elsewhere in this report related to providing for students' development of responsibility, consideration should be given to reporting directly to students as well as to parents. Depending on the degree of responsibility attained, the decision concerning reporting to their parents might eventually be left to students. Such practices would stimulate a dynamic student involvement in the process of evaluation.

Counselling

A complete counselling program based on the needs of the individual student is essential at all levels of public education. It is not a special service but a fundamental part of the education of all children.

Such a program should include individual and group guidance with respect to opportunities in the overall school program; this is especially important in the diverse curriculum recommended in this Report. The other aspect of the program should be a counselling service that provides a one-to-one relationship for dealing with individual problems and goals, and leads to increased maturity in self-direction. It is the opinion of the Committee that, of the two, counselling should be the predominant service to students, and that some of the traditional aspects of guidance, and in particular vocational guidance, should receive relatively less attention.



The way of life today tends to widen the gap between many of our young people and their parents. Understanding and acceptance sometimes are lacking in both the home and the community. In his search for a sympathetic person, the youngster often turns to an understanding and compassionate person; in many cases this is a teacher. Similarly teachers and parents often seek assistance from each other in their desire to understand and help young people.

The accelerated tempo of change in society has created a greater need than ever for teachers with the qualities mentioned above. A perceptive teacher can no longer remain on the periphery of a child's world; he must be involved in it, if he is to be of service. The empathic teacher applies, consciously or unconsciously, the basic principles of counselling

During the pupil's early years in school, counselling should be carried on by the professional who knows him best—his classroom teacher. At this stage, when the pupil's curriculum is related to his individual interests, the teacher may provide individual counselling as an informal and natural part of the general assistance and guidance given to each pupil. For this service to become effective, more attention to preparation for counselling must be given in teacher education in both the pre-service and in-service phases.

At the senior levels of learning, many aspects of the program, such as study habits, career planning, course selection and the like can be handled effectively in group situations by the homeroom teacher, or by a teacher who knows the student through teaching him in one of his subject areas. It is suggested that this same teacher be assigned to a group of students for more than one year, with provisions, of course, for rearrangement where incompatibility may occur. He must have some background in guidance and counselling but need not be a specialist. In addition to the group procedures mentioned above, he might also handle individual counselling, except for difficult or complex problems.

In each school or school system there should be some full-time counselling specialists, with responsibility for handling difficult problems, including serious home problems, economic difficulties, and severe problems of an emotional and social nature. These specialists should keep up with trends in guidance and counselling and give leadership and assistance to teachers. Where there are several smaller schools in an area, an itinerant specialist in counselling may work with the principals, and through them with the teachers.

In those cases where the specialist assists students directly, he should know as much as possible about each student concerned. Every counsellor must be able to establish rapport, and be willing to remain in the background and listen to the student, but be capable of stepping in at the strategic moment. Good counselling

can take place only when there is mutual respect between the student and the teacher.

Because many teachers come from a 'middle-class' background, this mutual respect is sometimes difficult to achieve. The teacher should understand the home backgrounds of the pupils in his care, and should strive to support and gain respect in the student for the positive values in his home. In particular, the teacher should guard and nurture, in children of immigrant families, an appreciation of the rich cultural heritage of their ancestors.

The teacher lives in the world that now exists but keeps his sights focussed on the future. He wages no battle of the generations with his students, but honors and respects them as they are and allows them the dignity he desires for himself. Although he may not totally approve of the present world he knows that mere disapproval is both useless and negative. His effort is to turn the present to educational advantage. The enthusiasm, the concerns, the social problems, the fears and even the anger of young people can, with good teaching and counselling be directed to the attainment of worthwhile educational goals.

Today's teacher finds himself in a profession which in recent years has gained new respect, autonomy, security, and recognition. However, both for practising teachers and for young students who are considering teaching as a career, there are a number of professional considerations and problems that need to be resolved before teaching can rank with other recognized professions and before it can attract an adequate number of the most capable young people.

Some of these considerations find expression in questions such as the following: How quickly will a university program of teacher education become a basic requirement for all teachers? When will teaching truly become a profession with the status, recognition, and salaries granted to other professions? Can the most able and dedicated teachers expect to receive opportunities, recognition, and remuneration in keeping with their abilities and contribution in the schools? Will teachers as professionals be given, and will they accept and make effective use of, a greater degree of autonomy? Will the role of supervisory, consultative, and administrative personnel become one of service to teachers and pupils rather than one of directing and inspecting them? Can the teacher expect to be freed from many non-professional tasks which could be handled by school assistants? Will teachers be given a greater voice in the development of curricula and in the preparation, selection, and use of teaching aids and other resources? Although some of these matters are currently under study, there remains a need to give them the serious attention that they deserve. In view of the key position of the teacher in the educational process, the resolution of these professional considerations may have an influence on the improvement of education even greater than the proposed new developments in curriculum.

Teacher education

The Committee is convinced that improvement in the selection and education of teachers is fundamental to the improvement of education in Ontario. It is recognized that, in the face of the rapid increase in school populations during the past twenty years, the recruitment of an adequate supply of teachers has been difficult. The problem has been compounded by the fact

that the supply of young persons from which the new teachers have been recruited was in an age group relatively limited in number. The result of this situation has been a postponing of the generally approved goal of improving the qualifications of those joining the profession. This problem has applied not only to this period of our history, for it is evident from a study of the development of teacher education in Ontario that most changes in the past have been influenced mainly by supply and demand.

In spite of the limitations imposed upon them, the staffs of the colleges of education and of the teachers' colleges have given dedicated service in preparing the thousands of young men and women who enter teaching each year. They have been capably aided by many associate teachers under whose leadership student teachers engage in practice teaching. Finally, we must acknowledge the good service rendered in the schools by most of the young teachers who have started their professional preparation under the difficult conditions which have persisted for the past twenty years.

The overwhelming body of public opinion now favors improvements in teacher education. This reform has been strongly urged by numerous organizations which have presented briefs to this and other provincial committees, by the teachers' professional organizations, and by the staffs of the teacher education institutions, as well as by the press and other segments of the public.

While most Western countries, and a number of the Canadian provinces, have come to require two or more years of education beyond secondary school for prospective teachers, Ontario has continued to demand, for elementary teachers, only one such year after Grade 13. For teaching academic subjects at the secondary school level the traditional requirement has been one year of professional education beyond the attaining of a bachelor's pass degree or honors degree. However, for several years the majority of teachers entering the secondary schools have not had the year of professional education but have had only two summers of professional preparation. This alternative, originally introduced because of an extreme shortage of teachers, has meant severe limitations in classroom observation and practice

teaching, in the study of methods and of the foundations of education, and in other experiences considered essential to a sound program of teacher education. Plans are now under way for terminating this limited program of teacher education.

As stated earlier, there has been in recent years a growing appreciation of the value of education, and a redefinition of the role of the teacher, both contributing to the growing conviction of the public that many of our elementary teachers are younger and less prepared academically than they should be, and that too many secondary school teachers have had an inadequate period of professional education. There is also much complaint that teaching at both the elementary and secondary levels fails too often to attract enough of the ablest graduates of our secondary schools, and that students are too often admitted to teacher education who lack a standing that would permit them to enter or continue a university program leading to any of the other major professions.

The quality of the programs of teacher education has also faced considerable criticism, often well founded. Conducted too often in antiquated buildings, the program frequently is based on an inflexible schedule carried on in a traditional way, with limited experimentation. Even in the newer buildings, facilities are generally overcrowded, to the extent that in some instances shifts have been employed. The lack of time and facilities has too often prevented or hampered the use of experimental approaches and plans for specialization, even when these were keenly supported by the staff. The programs of the colleges often reflect the central Departmental control, a condition which has been characteristic of teacher education in this province, and which on the one hand has maintained a respectable minimum standard and on the other hand has deterred the development of autonomy and flexibility in the programs.

In 1966, the Minister's Committee on the Training of Elementary School Teachers, under the chairmanship of C. R. MacLeod, Director of Education for the City of Windsor, presented its report to the Minister of Education. The MacLeod Committee submitted 47 recommendations concerning major changes in teacher education, and proposals for means by which they should be implemented. The most fundamental of the proposed changes had to do with the locations and dura-

tion of teacher education. The Committee recommended that: a) the program for teacher education be provided by the university; b) the program be of four years' duration leading to a baccalaureate degree and professional certification; and c) elementary and secondary school teacher education be offered within the same university. (It should be noted that the designation of levels of education as 'elementary' and 'secondary' are not in keeping with the views expressed in the present Report.)

The Provincial Committee on Aims and Objectives has studied the recommendations of the MacLeod Committee, and its members have also visited a number of teachers' colleges and the colleges of education, and have held discussions with many of the administrative heads and staff members of these colleges. As a result of its studies, the Committee gives whole-hearted support to the major recommendations of the MacLeod Committee and also supports most of the proposals concerning the details and plans for implementation of these recommendations. The present Committee also urges that priority be given to the implementation of these recommendations and that early consideration be given to establishing the Implementation Committee described in Recommendation 29 of the MacLeod Report.

In discussions with teacher educators the Committee found general acceptance of the belief that there should be no single avenue to becoming a teacher. There is merit in both the concurrent and the consecutive paths outlined in the MacLeod Report, and recommended in the programs of the proposed faculties of education within universities. For a limited number of competent, mature persons the internship plan is appropriate and should be retained.

During its study of teacher education programs, the Committee found a marked disparity in the facilities and provisions between the teachers' colleges and the colleges of education. While both programs are financed, directly or indirectly, by the Department of Education, it is obvious that the degree of financial support differs sharply for elementary and for secondary teacher education. The ratio of students to staff is much greater in the teachers' colleges than in the colleges of education. The facilities and equipment in the teachers' colleges are limited in type and number in comparison with the colleges of education. Staff salaries in the colleges of education are significantly higher than those in the teachers' colleges; the distinction extends even to the payment of associate teachers (sometimes called critic or practice teachers), who receive about twice the remuneration for similar work if their service is related to student teachers from the colleges of education. While differences in facilities and financial support also appear to exist among different teachers' colleges and between the two existing colleges of education, the great distinction in this respect is between institutions preparing elementary teachers and those attended by their secondary school counterparts. In keeping with the concept of a continuous curriculum from K to 12, the Committee

recommends not only that teachers for all levels be educated in the same faculty of education within each university but also that student teachers preparing for teaching at the various levels be treated as one group in each faculty for the study of all subjects except those designed for specialization in specific curriculum levels, particular subjects, or other special areas

From its observations and discussions with college staffs, the Committee believes that with improved facilities and lower student-staff ratios, the program in the proposed faculties of education of the universities could benefit from the general application of many of the best features and practices of programs now in existence in various institutions. These include an emphasis on child-centred programs and child development approaches,

and extensive use of various procedures such as group discussions, seminars, team-teaching sessions, television and other aids, individual and group projects, analysis of research findings, field trips, and so on. The focus should be on the processes of learning rather than on the processes of teaching, and on the understanding of child development rather than on the mastery of subject content. Each faculty of education should be given an increasing degree of autonomy so that both experimentation and a variety of programs can be encouraged and developed.

In recognition of the need to attract into teaching not only more of our young people, but also a greater proportion of the most capable students, the Committee urges that a program of recruitment be undertaken



co-operatively by the Department of Education, trustees' organizations, the Ontario Teachers' Federation, and the faculties involved in teacher education.

Selection committees have existed for some years in the teachers' colleges and colleges of education, but the major function of these has been to recruit and interview rather than to select. For selection to be effective, special committees with representation from the four bodies named in the previous paragraph, should be empowered to assist in recruitment, to interview and select students for teacher education, and to make a recommendation on each applicant to the faculty of education concerned.

Additional details concerning proposed programs of instruction, recruitment and selection procedures, and other matters concerning teacher education appear in the Recommendations in this Report.

Professional development and continuing education

The high degree of involvement of the majority of Ontario's teachers in further academic studies and professional in-service education has been one of the most significant developments of the past decade in Ontario education. This trend has no doubt been stimulated by recognition of its benefits in the form of improved certification and higher salaries, but it has also been influenced by the general increase in knowledge, by the findings of educational research, and by the concern of teachers with their new professionalism.

The involvement of teachers in further education will, and must, continue. The announced plan of eventually requiring baccalaureate standing for all new teachers will create a determination among thousands of our present teachers to bring their own academic position at least to this level. For all teachers there will continue to be a need to keep abreast of, and sometimes at the frontiers of, developments in research and technology.

In view of the existing involvement of the members of the profession in their continuing development it probably is unnecessary for this Committee to describe in detail the many plans whereby this may be carried on.

Instead, the Committee believes that it should recognize the desire of teachers that a proper climate for continuous development be established, that opportunities for further education be made available to all teachers, and that a co-ordinated plan be developed for integrating and recognizing the various courses and conferences arranged by the universities, faculties of education, the Department of Education, Ontario Teachers' Federation, local boards, and others. In plans for the continuing education of teachers particular attention must be given to opportunities for those in rural and remote areas.

Every teacher has the responsibility to follow many informal routes by which he may keep up to date with new knowledge and improve his competence. As he strives to improve his performance in the classroom, the teacher probably never reaches the limit of his potential. Perhaps the most effective improvement results from consultation, discussion, and demonstration in association with a department head, principal, consultant, or teaching team, particularly when related to problems identified by the teacher himself. Service on curriculum committees, attendance at professional conferences sponsored by the five teachers' federations, the Ontario Educational Association, and other groups, participation in teacher exchange programs, and visits to demonstration classes and 'lighthouse' schools all encourage the sharing of worthwhile ideas and experiences. Private reading and travel further expand the teacher's horizons. Participation in action research, attendance at research seminars, and the study of reports on research findings make him aware of trends and innovations.

An improved attitude and climate for informal professional development would lead to broader and more effective participation in conferences, seminars, and inter-school visits. School boards should recognize such activities as part of a teacher's work, and should be prepared to make provisions that will enable him to participate when necessary during the school day, and to share expenses for attending conferences. Such arrangements should be available for all teachers, with priority for those most in need of the service that these opportunities can provide. In every part of the province there should be experimental and demonstration schools, staffed by highly competent teachers, and accessible to all teachers of an area, for observation and participation

during regular school hours. Opportunities should also be available to enable all teachers from time to time to update their background in specific dimensions of the curriculum, in particular the areas of special education and counselling.

The problem of the gap between research and practice, and the teacher's concern about not having ready access to research findings that would be useful to him could in part be resolved if appropriate educational authorities, working with research organizations, would issue digests summarizing research findings in Ontario and elsewhere and describing their applications to and implications for instruction.

The motivation for participating in the various informal patterns of continuous development will continue to be the teacher's interest in updating his professional background; he does not expect extrinsic recognition of these activities.

The more formal courses for academic and professional development will be offered by the proposed faculties of education, other faculties of a university, school boards, the Department of Education, and other institutions and agencies. Because these courses require large expenditures of time, effort, and money, it is only reasonable that they be properly recognized for purposes of improved certification and salary.

At present, there is no system for integrating academic and professional courses; as a result the young teacher is uncertain whether to enrol in approved Departmental summer and winter courses designed primarily to improve his teaching competence, or to take university courses that grant credit toward an academic degree. The teacher who plans eventually to obtain a degree actually imposes on himself a penalty of lost time and salary if he allows participation in professional courses to precede or compete with his degree program. In several provinces of Canada and in most parts of the United States it is possible to include a number of professional courses in a degree program. A serious study needs to be made to determine ways of providing credit toward a university degree for certain

well-established professional courses, and of upgrading or strengthening other courses so that they may be similarly accredited. Of course, a large part of this problem will eventually be eliminated by the introduction of the proposed university program of teacher education.

The Committee approves the continuance of professional certificate courses for an interim period by the Department and by school boards, and recommends that the proposed faculties of education also offer such courses and eventually assume the major responsibility for them. A more consistent pattern of such courses is needed to overcome the fact that in certain subjects or divisions the teacher may take a series of as many as four courses leading to a supervisor's certificate, while in others only one or two courses are available and no equivalent certificate can be obtained. Although attempts have been made to meet the demand for courses in various parts of the province, it is obvious that teachers in or near large cities have many advantages in selecting and attending courses. The same condition applies to academic courses offered by the universities.

For the purposes of integrating and co-ordinating the academic and professional courses for teachers, and of making them available to more teachers, a committee of teachers and university and Departmental officials should be formed, to study the problem, formulate an integrated overall design for both professional and academic courses, and make recommendations to the profession and to the agencies and institutions concerned. One of its interim functions would be to encourage the Department and the universities to provide courses in appropriate centres throughout the province, and to encourage school boards and other agencies to provide suitable courses.

It is suggested that the universities give greater consideration in their degree programs to the needs and background of particular groups of teachers. For example, in planning a degree program for teachers of technical subjects, some consideration should be given to providing courses that recognize their interests and practical background, with greater flexibility in demands for languages or other disciplines generally not included in their earlier education.



Department of Education Professional Development Courses
for teachers who hold basic certificates

- Summer courses for professional special certificates.
- Winter courses sponsored by school boards with Department approval and special certificates.

Attendance (totals)

	Summer Courses	Winter Courses	Grand totals	Total teachers in Ontario	Per cent taking Department Courses
1964	9,789		9,789	61,955	15.8%
1965	11,826	519*	12,345	66,626	18.5%
1966	13,175	3,384	16,559	71,889	23.03%
1967	13,689	3,468	17,157	78,182	21.95%
1968	14,126**	4,874	19,000**	80,600**	23.6%

*first year winter courses were authorized

**projected estimates

-1967 summer courses were given in 33 different Ontario centres

-1967-68 winter courses are given by 30 different school boards

At the postgraduate level, there will need to be a rapid expansion in the number and variety of education courses offered. The graduate program provided by the Ontario Institute for Studies in Education should be continued and expanded. Graduate programs should also be established in the existing colleges of education, and this provision should be extended to the proposed faculties of education in other universities as the demand grows and the size and qualifications of the staffs of the faculties enable them to provide this service. The entry of these institutions into postgraduate programs, and the distribution of their services throughout the province, will encourage and enable many more teachers to develop a background in postgraduate studies and research procedures. The general provision of plans for sabbatical leave, and for sharing the cost of continuous education will enable school boards to encourage more and more of their teachers to improve their academic and professional background, and thereby make a greater contribution to the school system.

Certification

The certification of teachers in Ontario has been, and continues to be, a responsibility of the Minister of Education. The Committee believes that this responsibility should remain with the Minister only for an interim period, and that plans should be made to transfer the licensing of teachers to the teaching profession. It is worthy of note that most other leading professions have gained a stronger voice and greater rights in the certification of their members than have been granted to the teaching profession. In recent years a growing interest in the certification of its members has developed in the teachers' federation. The time has come to make plans for preparing the profession to assume this responsibility.

During the interim period, it is suggested that an advisory board on teacher certification assume this function; this board should include representation from the teachers' professional organization, institutions

responsible for teacher education, trustees' organizations, and the Department of Education.

As teacher education becomes a university program, the responsibility for certification should be shared by the university and the teachers' professional organization, with the university granting the degree or diploma signifying the type of preparation, and the teachers' professional organization, operating through a body to be called the College of Teachers of Ontario, issuing the license permitting the qualified graduate to teach.

As the responsibility for certification is removed from the advisory board, this body should take on new responsibilities as a board of referral to work jointly with the universities and the professional organization in solving problems that may arise in the co-ordination of their new roles, and as a body to evaluate the qualifications of teachers educated elsewhere. Teachers from other provinces and other countries are making important contributions to Ontario education. The proposed advisory board should review the qualifications of teachers from other jurisdictions and make recommendations to the professional organization, based on the qualifications and experience of the individuals concerned. In general, of course, Ontario credit should be granted for equivalent qualifications. The plan for evaluating teachers' qualifications should be extended to include alternate means of entry into teaching, whether undertaken in Ontario or not, and should be extended also to include programs for nursery school teachers. In cases where a recommendation cannot be granted by the advisory board, or a license cannot be granted by the professional organization, the reviewing body should describe the means by which the person concerned may improve his qualifications and thereby eventually obtain a license to teach.

Although the Committee recognizes the value of a variety of routes for entry into the profession, it recommends that there be one basic professional qualification for all teachers, and that as soon as possible the requirement for the basic qualification be an acceptable university degree including or followed by the equivalent of at least a year of professional education. The basic qualification should be endorsed for one or more of the various age groups, or subject areas, or other types of specialization. In keeping with the emphasis on child



Language Arts Certificate
Elementary Industrial Arts Certificate
Supervisor's Certificate in Art
Certificate as Elementary School Teacher-Librarian
Intermediate Certificate in School Librarianship
Permanent Specialist Certificate in
Instrumental Music



Permanent Second Class Certificate
High School Specialist's Certificate
Vocational Specialist's Certificate
Interim Primary School Specialist's Certificate
Permanent Elementary School Teacher's Certificate
Standard 1
Interim Elementary School Teacher's Certificate
Standard 2
Interim Vocational Certificate Type B

development, every effort should be made to give at least as much significance to specialization in the various levels or divisions of the school program as in special subject areas; the teacher who specializes in the teaching of young children deserves as high a status as her colleague who teaches a particular subject to older pupils.

The educational network

The importance placed on education by today's complex society is expanding the extent and variety of the demands made on schools and teachers, and is in turn making necessary a supportive network of personnel to meet these demands. Although previous teaching experience is not an essential qualification for some positions in this network, a knowledge of children and genuine interest in their welfare should be required of all. The role of these auxiliary and ancillary helpers at all levels must be one of assistance and support to the teacher, who, with his pupils, must always be seen as the hub of the service network.

The service network in the province includes several thousand people in addition to those who are actually teaching. The largest group of these people have moved from a background as classroom teachers to positions as directors, superintendents, inspectors, consultants, co-ordinators, supervisors, remedial teachers, principals, and vice-principals. In the past, the role of these people was, in most instances, directive rather than supportive; but as the teacher grows in professionalism, the role is changing. The teacher more and more is filling his rightful place as the key agent in education, with the co-operation and support of this network of non-teaching personnel.

Another part of the educational network that is perhaps not as well known is staffed by ancillary personnel, most of whom have not served as teachers. Although these persons tend to remain in the background of the educational scene, they nevertheless play a vital role in education. This group, depending upon the size and

the needs of the community, may include psychiatrists, psychologists, doctors, social workers, general counsellors, attendance counsellors, nurses, secretaries, business administrators, caretakers, and school assistants.

This list is not exhaustive, but will serve to indicate some of the kinds of persons and services that can and should play a supportive role in education. Properly administered, this network can do much to serve some of the needs of children, to assist the teacher, and to place him in his rightful role of a professional whose primary responsibility is to provide each pupil with the best learning experience.

Careers

For the professional teacher a modern educational system offers a variety of career opportunities. In the classroom the teacher may work with a regular class at a particular age level, or may specialize in a subject area. He may work in a team teaching plan with a number of teachers within a school, or may serve as a master teacher, as co-ordinator for a level or subject, as a department head, or as a vice-principal or principal. Outside of any one school he may work as a consultant, supervisor, superintendent, or director.

It should be possible for each teacher to serve in the position where his individual interests and talents enable him to make the most useful contribution. This Committee sees a need for recognition of the teacher as the vital agent in education, and for appreciation of teaching as a significant career in itself. No longer should a teacher have to leave the classroom to advance in his profession.

In the future it must be recognized that it is within the school, in working directly with children, that one is giving the highest level of professional service. However, higher status for teachers, and a better retention of excellent teachers in the classroom will be achieved only when the teacher is allowed to move from the fringe to the heart of professional decision-making, and when educational planning becomes a product of consultation among equals rather than of direction by superiors.

In allocating teachers to various positions, consideration should be given to posting more men teachers to work with pupils in the early years of school. Again, in

selecting teachers for supervisory positions, consideration should be given to appointing women teachers as well as men; the ability and potential of the teacher should be the criteria used in deciding where a teacher can make the best contribution, in keeping with the principle of equality of opportunity for both sexes.

The profession

It has been said that the profession of teaching will be one of the four giants of the future, the others being scientific research, food production, and health services. If this is to be, every teacher must be ready to accept the responsibility of being a professional person; the teaching profession can be only as great as each member desires and enables it to be.

Many factors that have stood in the way of the full recognition of teaching as a profession in past years have disappeared or are rapidly disappearing. Today, teachers have attained, or are attaining, the qualifications and attributes necessary for the establishment of a true profession: social and legal status; a university education, or its equivalent, for all members; a dedication to the service of others; and a level of remuneration in keeping with the status, preparation, and service rendered. These are the tangible attributes basic to any profession; but in a profession there is something more—a spirit or sense of duty and responsibility.

To make teaching truly a profession, its members must strive to help it satisfy the criteria outlined above. The demand in any profession for an advanced level of education implies that one goal of the profession should be excellence; for teachers this means excellence both in depth of understanding and in daily performance. Legal recognition of the profession denotes the offering of a service to the public on the one hand, and the acceptance of recognized rights of the professional on the other. The enthusiasm and dedication with which the obligation to serve society is discharged underlie the spirit and character of the profession. This spirit can



exist among teachers as a professional body only when the majority of its members have a vital enthusiasm which permeates the whole group

In reporting the viewpoints of himself and others in an article entitled "What is a Profession?", in the *Canadian Medical Association Journal* (1961), Alan A. Klass writes: "Every calling has its mile of compulsion, its daily round of tasks and duties, its standard of honest craftsmanship, its code of man-to-man relations, which one must cover if he is to survive. Beyond this lies the mile of voluntary effort, where men strive for excellence, give unrequited service to the good, and seek to invest their words with a wide and enduring significance. It is only in this second mile that a calling may attain the dignity and the distinction of a profession

"Herein exists the area of the conscience of the individual member of a profession, his own personal and private sense of dedication to society. It is in this subtle area of private endeavor that a profession, in its totality, achieves greatness. Sometimes it is called professional spirit. It is the result of the association of men and women of superior type with a common ideal of service above gain, excellence above quality [sic], self-expression beyond pecuniary motive, and loyalty to a professional code above individual advantage

It is important that all teachers be aware that they belong to a profession, that they are a vital part of that profession, and that its future lies with them. As teachers become more professionally minded, it is both natural and proper that they should have more control over matters that concern them as professionals, such as curriculum, work load, recruitment, teacher education, certification, postgraduate education, and administrative procedures. They must come to realize that just as educational programs and practices continually evolve, so also should the level of professionalism of teachers, for professionalism is not a static concept; it is a developing dynamic function that offers a worthy challenge to the teacher

Teacher autonomy

The modern curriculum places its focus on the child. It respects his interests, his dignity, his individuality. It grants him freedom, understanding, and acceptance. It involves him in planning programs and making decisions about his school experience. To this Committee it seems paradoxical that many teachers who are expected to provide their pupils with such a curriculum are themselves denied the same conditions. Such teachers are given little freedom or autonomy, have no share in policy, are not encouraged to experiment, and receive little recognition as individuals or as vital forces in the educational system.

The modern curriculum demands that curriculum control be centred in the classroom. In spite of this demand, many teachers find that courses of study, timetables, specific textbooks, standard report cards, system-wide examinations, and many other determinants and controls on the curriculum are prescribed by authorities who cannot possibly understand the program in each classroom for which these factors are prescribed. Until teachers have a large measure of autonomy and a share in policy-making, the modern curriculum cannot become a reality.

Through the years, as educational systems have become larger, various hierarchies of administrative personnel have been allowed, or even encouraged to assume control. As more and more administrative and supervisory levels become established, policy-making moves farther and farther away from the classroom.

Our society recognizes in many occupations a gradation of roles which crystallize into a series of hierarchies, each with higher status, more policy-making power, and supervisory responsibility over positions lower on the scale. In a typical work team in industry, some of the levels, in descending order would be directors, research engineers, professional engineers, technologists, technicians, craftsmen, machine operators, and laborers. The same system of gradation seems also to be applied, at least in the eyes of many, to the educational team, and includes such descending levels as superintendents, supervisors, principals, vice-principals, consultants, department heads, and classroom teachers. At least two differences exist between the typical work team and the educational team, both of which suggest that the con-

cept of ascending hierarchies of status and decision-making power should not apply in education. First, all the administrators in the educational team are teachers by profession and should be placed in specialized roles not to direct the teacher, but to assist him. Secondly, and even more important, the classroom teacher is not the counterpart of the laborer on the work team; at times he performs functions of each of the levels of the work force; he is both a professional and a technician; he is a director, a planner, and an engineer in the educational work team.

Unfortunately, the educational system itself often equates the classroom teacher with the laborer on the working team. The more the levels of gradation, the farther policy-making is removed from the classroom. Instead of the pupil being the focal point, he is often forgotten, lost in a maze of policies, procedures, memoranda, reports, and surveys that filter down to the classroom, usurping teacher energy and time that belong to the pupil. It is not surprising that in this process teachers lose much of their initiative and enthusiasm, and learn to place emphasis on the disciplinary, custodial, and recording functions that comply with instructions from the central office. Enthusiastic young teachers learn quickly to submit to the operational doctrine by which schools are run. Lip service is often given to the child-centred curriculum, but in the machinery of education the system, the school, and the organization of the school often take precedence over the best education of the pupil. It is ironical that the very system which was set up to assist the child frequently loses sight of him and of his teacher.

The time has come to turn the spotlight again on the pupil and his teacher, to scrape away the moss of administration or redirect its services to assist the teacher. It is time to heed the observation of Dr. James Paton in his book, *Education 5A*: "The professionaliza-

tion of teaching will not be complete when all classroom teachers, elementary and secondary, have university degrees. The fully qualified teacher must act, and be treated, like a professional person who is capable of exercising initiative and responsibility, and not like a piece-worker who requires, or is given, whether necessary or not, constant supervision and inspection."

Instead of being suppressed or directed by layer upon layer of supervision and inspection, the teacher should operate in an atmosphere that makes it abundantly clear that he is a key person in the teaching team. He, with his principal and colleagues, should be given the major responsibility for education in their school. Most of the decisions that relate to the school's program should be made by the teachers in an atmosphere of discussion and consultation. With the achievement of this goal, the various levels of outside supervision should gradually either disappear or develop into new patterns of service to the teacher.

This Committee agrees with Dr. Paton's observation of four major ways in which growth in professional autonomy and improvement of teaching effectiveness may be stimulated:

1. An atmosphere of professional equality in the school, embracing young and older teachers alike, and permeating the relations of principals, consultants, and classroom teachers;
2. The boosting of the confidence of inexperienced and weak teachers by substituting consultation and demonstration for inspection and criticism;
3. The encouragement of experimentation and innovation in the content and methodology of school courses;
4. Improvements in the working conditions of all teachers, by the employment of school assistants, provision of time and facilities for teachers to study, plan, and mark pupils' work during the school day, and relaxation of the authoritarian atmosphere which adversely affects the teachers as well as the pupils in many schools.



Rights and responsibilities

Only as the teacher emerges as a professional, as autonomous as any other professional, can he begin to think of power as a means for providing service and to interpret this concept to his students. The teacher's basic responsibility is to his students. The professional teacher may not always be able to serve both the needs of his students and the specific directions of his superiors without reducing his professional efficiency and thereby his service to his students.

The structure of the system and of the school itself should be a democratic one—one where the teacher has freedom, not one that is so rigidly bound by rules and regulations that he feels his freedom is being questioned. The teacher's loyalty to the system will be conditional upon the degree to which the system and the individual school serve to make it possible for him to do his best work. The system that meets the professional needs of its teachers will usually have the highest teacher morale.

The teacher works within the terms of reference and general policies accepted by society, which are ultimately expressed through the office of the Minister of Education. The Minister, then, is the responsible agent for education for society at large, and the teacher is the responsible agent to the group of citizens whose youngsters are in his care. It is essential that communication between these two responsibilities be direct, clear, and unbroken. The voices of the teacher and of the Minister must reach each other without being filtered through layers of administration.

Similarly, it is important that there be avenues for communication between the teacher and his board. Teaching can be a lonely task and a teacher shut away in a classroom all day may be a lonely person to whom problems tend to loom larger than they actually are. Because teacher dissatisfaction strikes hardest in the classroom, at the heart of education, it behooves both school boards and the teaching profession to strive toward greater mutual understanding through effective communication. Too often the only communication between the board and the teachers relates to salary considerations. In such a periodic and limited system of

communication it is not surprising that some sections of the public believe that salaries represent the area of greatest interest to teachers. While teachers feel they have a right to salary commensurate with the contributions they make, they are quick to point out that there are many things, often more important than salaries, that they would like to discuss with the board and that have a direct relationship to the quality of their work. Some of these matters are: class size; instructional load; provision of school time for preparing lessons, marking tests and exercises; released time for in-service activities; and placement within the system. It is worthy of note that recent proposals for the enlargement of the area served by single boards of education have caused concern to numerous teachers on two grounds: that the teacher will lose his feeling of identity and recognition as the board becomes larger and farther removed from his local community; and that in applying its proper responsibility of serving all parts of the larger unit the board may transfer him to distant corners of its jurisdiction without considering factors that may influence his own choice of school or community.



Improvement in such areas of concern may have greater impact on the improvement of teaching than salary increases. Recognizing both the legal authority of boards and the educational competencies of teachers, the two groups should view the consideration of matters of mutual concern as a joint responsibility, and should establish a climate for open-minded discussion as a background for reaching decisions advantageous to the school and to the profession.

Professional organizations

In setting up the Provincial Committee on Aims and Objectives of Education in the Schools of Ontario, the Minister of Education appointed five teacher members, one from each of the five affiliates of the Ontario Teachers' Federation. In addition, the Federation presented a number of briefs and reports to the Committee, and on at least three occasions held important and useful discussions with the Committee. In these ways the Minister of Education and the Committee have recognized the vital role of the teacher as the key to education, and have further recognized the important role that the teachers' professional organization will continue to play in improving education in this province.

The Ontario Teachers' Federation has an excellent record of achievements to its credit: in making recommendations for the better education of youth; in providing for professional development of teachers; in initiating curriculum projects; in striving for improved teacher qualifications; in gaining for teachers a stronger voice in educational policy-making; and in promoting the image, status, and welfare of teachers.

Much of this success is the result of the dedicated interest of members, delegates, and executive officers. Also contributing to the effectiveness of the Federation is its basis of membership; only in certain provinces of Canada does employment as a teacher in a publicly administered school carry with it statutory membership in the teachers' professional organizations.

The development of the Federation underlies its major problem today. Prior to 1944, there were five autonomous voluntary groups, each serving the teachers of a particular sex, level, or phase of the Ontario school system. *The Teaching Profession Act, 1944* united the five



groups into a loosely-knit organization, the Ontario Teachers' Federation. Within this unit there continued to be disunity because each affiliate retained its former membership and most of its former autonomy, and continued to represent teachers of one particular sex, level, or phase of education. While the central organization has had many achievements, the special interests of the various affiliates have often remained paramount, and these groups have not submerged their individual loyalties for the common good of education. The one reason that the separate groups have been able to act as effectively as they have is that the educational system itself was stratified, with the various affiliates representing the teachers of different divisions.

The Committee advocates a unified system of education from K to 12. In the face of this, it is hoped that the Federation and its affiliates will re-evaluate their present organization. It is difficult to visualize the complete and successful integration of the present elementary and secondary levels by teachers whose loyalty is to a specific division or level. A unified federation will be essential if the professional organization is to assume a position of leadership in the new curriculum.

Similarly, an integration of the various affiliates into a single, unified teachers' association will be essential if the proposed College of Teachers of Ontario, acting on behalf of the entire teaching profession, is to assume and perform the important task of licensing teachers.

The major interests of the Federation have always been the child, the quality of work done in the classroom, and the welfare of teachers. These interests will continue, but in addition the Federation should in the future place more emphasis on assisting its members toward acceptance of greater professional responsibility. The success of this new emphasis will determine the degree to which teaching is accepted as a profession. The degree of acceptance of the professional status of teachers will in turn determine the extent to which the Federation shares in the forming of policies concerning teacher recruitment and selection, teacher education and certification, patterns of administration, educational research, and autonomy of teachers.

In the opinion of the Committee, the affiliates of the Federation should endeavor not only to become unified into a single federation, but also to make this a truly professional organization. Some segments of public opinion have for many years associated the Federation mainly with salary campaigns. The time has come for the Ontario Teachers' Federation and its present affiliates to make it clear to the public that while professional salaries are in fact important in attracting, rewarding, and retaining good teachers, salary considerations are not the main reason for the existence of the organization; rather, the Federation exists to assist its members to become professional persons working toward the best education of young people.

In a previous section concern was expressed about the teacher's loss of autonomy in the hierarchical structure of education. The Federation must also be certain that it truly represents the interests and views of the teacher, and that it does not become so centralized in its policy-making that it becomes yet another of the external bodies directing the teacher or limiting his freedom.

Salaries

Significant improvements in teachers' salaries have been made in the past two decades, particularly for well-qualified teachers and for those who have accepted teaching as a career profession. The improved salary position of teachers has resulted from four main factors: the greater affluence of our society; the higher status attached to teaching by the public; a shortage of teachers; and the work of teachers' professional organizations in promoting the welfare of their members. However, further improvements in salaries still need to be made if we are to attract and retain good teachers and reward each teacher in keeping with his contribution to society.

As changes in curriculum are placing greater emphasis on the role of the teacher, the time has come to take another look at the principles underlying salary policies. Excellent teachers are needed because excellence in education depends chiefly on them. Although promotions to supervisory and administrative positions will and should continue to be made from the group of the most competent teachers, the Committee believes that we cannot afford to lose so many of our best teachers to administration. At the present time, the higher the

administrative level, the greater the prestige and salary. It is only natural at present for the best teachers to be lured to administrative positions, because, unfortunately, the classroom teacher seems to have less of everything: prestige, recognition, salary, autonomy, and time for planning.

This Committee believes that we should pay the outstanding teacher at least as much as a principal. In terms of their relative service to education, outstanding teachers are penalized in salary if they are not willing to leave the classroom and go into administration. The Committee recommends that ways be found to pay such teachers in keeping with the contribution made. It is not prepared to recommend any one particular method of determining the value of a teacher; rather it is suggested that a serious study be made co-operatively by the Department of Education, school boards, and the Federation, to determine various ways by which excellent teachers can be encouraged to remain in the classroom. At present several school boards employ methods of recognizing and rewarding excellent instruction and leadership in the school system, as well as additional responsibilities. It is important that any such methods provide for additions to the established salary schedule, and not be used as a device for establishing lower basic salaries for the main body of teachers.

Many boards of education are to be commended for establishing parallel salary schedules which provide equal salaries for similar qualifications and experience regardless of the grades taught by the teachers concerned. These boards recognize the value to the pupil of highly-qualified, experienced teachers from the time he enters school until he graduates. The policy of providing equal or parallel salary schedules for teachers regardless of grade assignment is consistent with the development of a continuous curriculum from K to 12, and will eliminate one of the factors that in the past hindered the transfer of teachers to grade levels where they could make the best contribution to the school system.

One of the objectives of a revised plan of salary schedules must be the attracting of the most suitable young people to the profession. To be in line with business and industry, minimum salaries must be more competitive. Young people cannot be expected to enter the profession solely for the love of teaching or from a sense of duty. They have a right to expect salaries comparable to those earned by their peers in the business and professional world, and that reflect their contribution to society. If people are to make a career of teaching, salaries will have to reflect public confidence in them. There will also need to be larger increments leading more quickly to higher maxima. If higher minima are paid, there should be less need for an increment during the probation period; an increment during this period suggests that approval has been given to a young teacher before a decision is made concerning his tenure in the system.

In any study of salaries, some consideration should be given to bringing salaries in rural areas more in line with those of larger centres. This could provide some incentive for teachers to move more freely from one system to another.

Today when employers in almost every industry are demanding higher qualifications, it is almost inconceivable that there are teachers so highly qualified that many boards will not hire them. Unfortunately, highly qualified teachers often find they must go to the larger centres if they are to receive salaries commensurate with their qualifications. With the enlargement of the area supporting a school system, and with proposed additions in provincial grants, every school system should be able to employ well-qualified teachers. In the years ahead we should expect rapidly increasing numbers of teachers with bachelor's degrees, and a reasonable number with master's and doctorate standing.

The growing professionalism of the teacher, the greater involvement of teachers in curriculum groups, and the growth in communication among teachers, administrators, and school boards on many aspects of education will reduce the preoccupation with salary considerations, that is interpreted in most press reports of teacher-board meetings. However, salary improvements and professional growth will, and should, continue to go hand in hand.

Comparison of Salaries 1967



School assistants

In recent years teachers have found an increasing amount of their time taken up with record-keeping and other organizational and administrative duties. This problem has been compounded by the expansion of technical aids which enhance the educational experience of the pupils but place an extra demand on the teacher's time, to obtain the materials and set up and maintain the machinery, in addition to planning for their effective use. Moreover, these additional demands on the teachers have appeared at a time when, in attempting to adapt the curriculum to the individual pupil, the teacher finds that he must also devote an increasing amount of time to the truly professional aspect of his work—that of guiding each pupil through inquiry to discovery.

At present, about a third of a teacher's day may go to clerical and other non-professional tasks, and an hour or more may be spent on work that could be done by technicians and by automated devices. The teacher may find that he is spending less than half his time on the professional duties for which he has prepared himself and which represent his greatest potential contribution to his pupils.

One of the most effective ways of reducing the non-professional duties of the teacher, thereby permitting him to devote his time to professional tasks, is the employment of school assistants and technical assistants, to whom some of the clerical, supervisory, and technical duties that teachers otherwise assume may be allocated. The qualifications and duties of these non-professional assistants should be outlined by only a minimum of legislation and regulation; they should be assigned to a school rather than to an individual teacher; and their duties should be determined by the principal and staff in keeping with the needs of the school and the abilities and experience of the assistants. At the primary level, assistants could work with a team of teachers, relieving them of routine duties, the keeping of certain records, some aspects of supervision, assembly and dismissal, distribution of materials, and so on. At more advanced levels some of these tasks would be replaced by assistance with routine checking of books, marking



a b c d e f g h i j k l m n o p q r s t u v w x y z 1 2 3 4 5 6 7 8

PLEASE
HAVE
SEAT

tests, supervising seatwork, and preparing and arranging materials and laboratory equipment.

A year or two of work as a school assistant would be valuable background for many young persons considering entry into teaching as a career.

With the introduction of television and other audio-visual aids on a large scale, there arises a need for a school technician—an assistant who would have in addition to other duties the responsibility for maintaining, delivering, and setting up equipment, ordering audio-visual materials on requests from teachers, taping and playing television programs, and so forth. The services of a school technician in a large school, or in several smaller schools, which would share his services, would not only release teachers for professional duties but could also ensure a better economic return for the large budgets spent on audio-visual apparatus and materials, by proper inventory and maintenance, by more efficient ordering and operation, and by a greatly increased utilization by the teachers who would be spared the mechanical aspects of using modern communications media in their teaching areas.

As the demand for school technicians and other assistants increases, and as their needs are better described, it is reasonable to expect that one or more of the Colleges of Applied Arts and Technology would establish a one-year program of training for these positions.

This Report employs the term 'school assistants' rather than 'teachers' aides' in describing the persons who would assist teachers with non-professional tasks. There are two reasons for this: such persons should be assigned to a school and not to a teacher; and they are not assistant or substitute teachers and therefore are not professionals. Nevertheless, in the life of the school they should be closely associated with the professional staff. While they would not receive professional remuneration,

they should receive salaries that reflect their training, experience, and the services rendered.

In many communities there are adults who give dedicated service as volunteer workers in hospitals and various service institutions. Similar volunteer workers could provide valuable assistance in schools, if encouraged to do so. The role of each volunteer would relate to his particular interests and activities. Much professional, clerical, and library experience that could be utilized to give service to the school and satisfaction to the volunteer is currently unused. The recruitment and encouragement of groups of volunteers could provide a new impetus for many Home and School and Parent-Teacher Associations.

There are in most communities various professional and technical experts whose specialized and up-to-date knowledge would make them valuable resource persons whose services on a part-time professional basis might be utilized in the curriculum. Some of the areas in which such persons could make significant contributions are vocal and instrumental music, ballet, art, drama, introductory psychology, science, economics, politics, oral French, and a wide range of commercial and technical topics. Serious study should be given to ways of making use of resource persons who could enrich the curriculum with their specialized knowledge and abilities.

Tools for teaching and learning

Technology has already had a significant influence on school design, materials for instruction, and methods of teaching. Television, radio, sound tape recordings, overhead projectors, films, filmstrips, filmslides, and other means of communication are becoming more common in most school systems. It is difficult to predict what new forms of communication will enter the school in the years to come. Whatever their form, they will represent new waves in the technological revolution that is taking place in our schools, albeit more slowly than in industry, and which is making it obvious that textbooks and the blackboard are no longer sufficient as the basic tools for learning.

In addition to the books, supplies, and audio-visual devices which belong in each classroom, pupils and teachers should have access to three resource centres which provide tools for learning for the entire school: these are a library, an instructional materials centre, and an audio-visual centre. The library will remain as the major resource centre, making available books, periodicals, tapes, filmstrips and other readily-catalogued materials; small study and viewing carrels will provide opportunities for individual and small group reading and discussion, and transmission of selected radio, tape, and television programs. The instructional materials centre should provide for central ordering and storage of routine supplies and for duplicating of seatwork, tests, and school-produced lesson aids. The audio-visual centre should provide central storage, maintenance, and distribution of recording and projection equipment, that cannot be provided in each classroom, and should have an efficient system for ordering films, tapes, and other materials not usually stored in each school.

In the future there will be a need for teachers and pupils to have a greater share not only in the utilization of teaching tools, but in the production of learning materials, including films, filmslides, television and sound tape programs and transparencies for overhead

projectors. The study of some of these as forms of communication will also enter the curriculum. Centrally located resource centres will be required in each region, county, or major city, where pupils and teachers can select from a wide range of materials and can also have a part in production of certain audio-visual materials. Opportunities to produce films and television programs already exist in some areas, and screen education is being introduced in a few centres.

The technological revolution in the school poses a number of considerations for teachers. The problem of obtaining and maintaining suitable equipment and materials is gradually being overcome by larger audio-visual budgets and the appointment of audio-visual co-ordinators; the addition of school technicians can be expected to turn the teacher's concern away from the 'hardware' to the educational content of the programs and materials. The problem for the teacher of selecting appropriate materials, particularly in film and television, from the many production sources would be relieved by constantly updating film catalogues and by issuing a single master television schedule integrating the program schedules of the several producing agencies.

With the increased emphasis on the education of the individual, there arises a need for greater flexibility in the selection and use of teaching materials. With some materials, such as television programs and films, it will be some time before each student can select his own materials at the time he needs them. However, it is possible to work toward this goal by having more tapes and films in schools, and by moving closer and closer to the classroom level the processes of production and distribution. As stated elsewhere in this Report, the Committee believes that the future growth of television production agencies should be away from a central Departmental agency and toward regional, county, and eventually local production. The future use of television tape recorders will make it possible for the selection and playing of programs to be completely flexible, and geared to the curriculum demands of the school, the class, and eventually of the individual.

It is essential that teachers participate in decisions concerning the design and purpose of technological tools for learning, and participate actively in planning,

producing, and evaluating instructional materials. There is always a danger in film and television production that the technical team may dominate the production; the educational content must be in the control of the teachers working in co-operation with the production team.

The development of new forms of communication will make new demands on teachers as professionals to keep up to date with technology as it relates to education. Teachers should be expected to keep abreast of such developments, just as a doctor is expected to use modern techniques and medical discoveries. There will be a need for a continuous program of in-service courses in utilizing and producing audio-visual materials. Encouragement should be given to local teachers' groups to assist in the growth of local and regional television and film production agencies.

Computers and programmed instruction systems have not as yet made their impact felt in most schools. The ways in which computers and various 'teaching machines' can contribute to education should be under constant study by educators. It well may be that computers will eventually serve the pupil's individual needs for educational materials more effectively than any existing material or resource centre. The probable value of computers appears to be so profound that the Committee suggests that a provincial committee composed of interested and competent scientists, technologists, and educators periodically assess, describe, and recommend ways in which computers can contribute to education.

Team teaching

Several plans for sharing the special talents of teachers among larger numbers of students have been employed in our province. At the secondary school level this goal has led to a high degree of subject specialization for teachers and to an almost exclusively rotary system for students. At the elementary level various patterns of rotary, semi-rotary, and homeroom instruction have been employed.

The latest, and potentially most far-reaching, of the plans to make maximum use of the special resources of each teacher has been called 'team teaching'; this in general is a system whereby two or more teachers, sometimes with school assistants, plan for, teach, and co-operatively evaluate two or more class groups of students within a flexible timetable, with facilities for organizing them into groups of various sizes, depending on the particular learning experience. From the student's point of view, team teaching tends to provide a greater variety of experiences, more skillful presentation and more effective organization of some aspects of the lesson, greater opportunity for discussion, and greater attention to his individual requirements. For the teacher, this plan tends to provide more time for preparation, more communication with colleagues, a more co-operative atmosphere, and greater opportunity to make use of special skills. It also lends itself to long-range planning, careful analysis of objectives, more use of films, television and other tools for learning, and presentations by persons in the community who can relate their background to topics under study.

At the elementary level most patterns of team teaching have several teachers with classes at the same level working together in one large room or learning area. This large area, which is in effect a 'school within a school,' has a completely flexible timetable, with the children grouped and regrouped on the bases of interest, ability, subject, or activity. The teaching team meets daily to organize the program, but also confers informally many times each day in dealing with specific aspects of the program. The choice of teaching responsibilities may be extremely flexible; the teacher may serve as

co-ordinator for a particular activity, interest area, or ability group on either a temporary or continuing basis. Although some of the aspects of this kind of team teaching can be adopted in almost any school, its wide-spread acceptance will necessitate, in the design of new schools and the modification of existing ones, larger areas, preferably with movable partitions to accommodate the various types of grouping employed.

In the intermediate and senior years, team teaching makes even greater provision for large- and small-group instruction. While various patterns occur, teaching teams at these levels are usually concerned with only one subject area, although their operation should increasingly take them across traditional subject lines. In one part of the learning experience one of the teachers presents a point of view or a body of knowledge to a group of 100 to 150 students. This experience frequently employs audio-visual aids, a presentation by a visiting specialist, or a prepared panel discussion, but most often takes the form of a well-organized presentation by the specialist teacher. Depending on the nature and purpose of the lesson, the large group is then divided into smaller groups; these groups may include about 30 pupils for individual study, or, more commonly, about 15 pupils for the discussion of topics raised in the large-group presentation. Besides providing pupils with opportunities to discuss content and not merely absorb

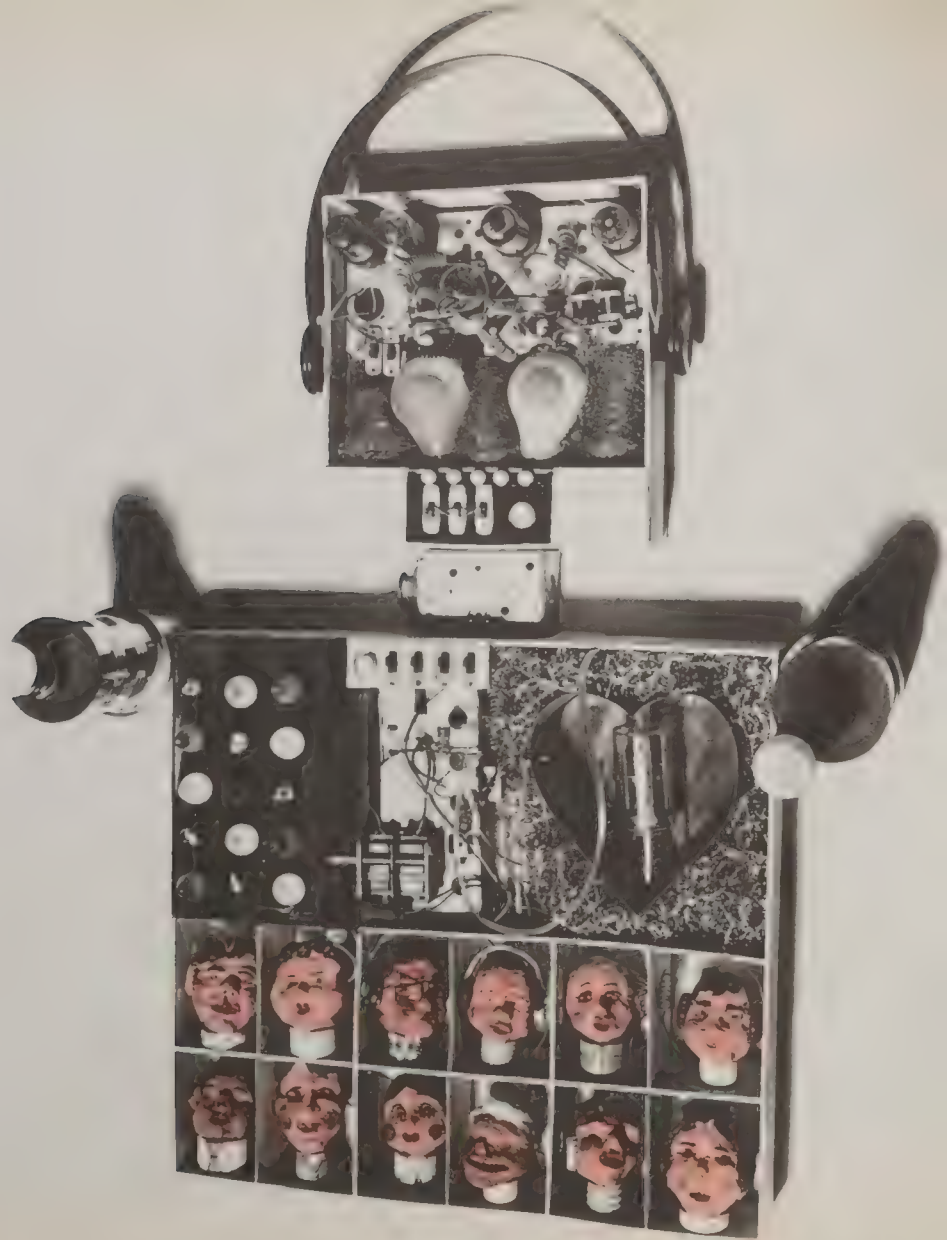
it, the small-group sessions enable teachers to identify and stimulate interests, to get to know individual pupils, to measure individual progress, and to encourage all pupils to have an active part in the lesson.

The extension of team teaching in the senior years will demand greater flexibility in timetabling and a closer liaison among subject areas. Large blocks of time for a group of related topics or subject areas will permit the teaching team to adjust the timetable to the procedures to be employed. Within the overall timetable there should be opportunities for the team members to confer and to plan their co-ordinated phases of the program.

While team teaching, if poorly planned, may tend to emphasize unduly the large-group presentation or lecture, and as a result become subject-centred rather than

student-centred, it provides as no other pattern of organization the opportunity for group planning, for integration of subject areas, and for small-group discussions with students. At the same time it places teachers in a consultative role designed to find and use better ways of using the talents and resources of the teacher and the community. By directing the co-ordinated attention of teachers toward the individual student and his learning experience, and by demanding and recognizing special competence in teachers, new patterns in the organization of instruction may contribute, more than any other proposed educational change, to the achievement of that professional status which has long been the aspiration of teachers and which is the brightest hope for the students in their care.





The sections of this Report devoted to the learning experience and the learning program describe how children learn and how learning experiences designed to develop each child's potential can be provided. But the uniqueness of each child places a special responsibility upon the organizer in education. The range of differences and abilities among children is so wide that it is neither possible nor desirable to organize them into classes or groups based on external measures of ability.

This portion of the Report attempts to set forth new principles underlying the legislation, regulations, and policies made by those responsible for the organization of educational services. The title 'Organizing for Learning' was chosen deliberately to emphasize the fact that the needs of the child lie at the heart of the educational function, the prime purpose of which is to serve those needs.

It is the view of the Committee that many organizational patterns in education, because of their bureaucratic nature, have been unnecessarily limiting for both children and teachers. Beginning with the classroom, therefore, this section examines the changes which must be made if Ontario's largely hierarchical system is to become truly a system of service to children.

In the classroom

The kind of classroom practice and the pedagogical principles that the Committee endorses are set forth elsewhere in this Report, and a chapter is devoted to the role of the teacher. Still, it must be emphasized here that the teacher ought to be considered the champion of his pupils in the whole realm of educational administration. Yet the present organization of both supervision and business administration in education implies an almost militaristic distribution of authority, status, and responsibility, which is not in keeping with this emphasis. The traditional attribution of power to individuals for other than functional reasons is becoming less and less feasible in education. As educational levels rise, people become increasingly capable of independent thought and action, and increasingly resistant to arbitrary authority. In education, as elsewhere, workable plans are being developed in many areas to co-ordinate effort, to define areas of responsibility, and to define leadership roles wherever people work together for common purposes.

In the face of the bewildering array of people, functions, and concepts focussed upon the child, it cannot be too strongly or too frequently stated that the teacher must be the final arbiter for his pupils. Co-operative planning and consultation are necessary and desirable, but the ultimate responsibility for making decisions concerning his pupils belongs to the teacher, who must have the competence and authority to do so.

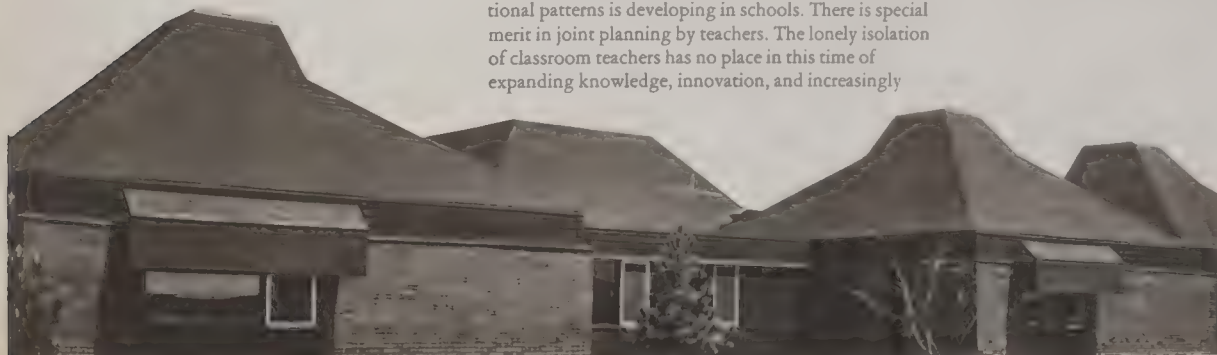
In this regard, a variety of promising new organizational patterns is developing in schools. There is special merit in joint planning by teachers. The lonely isolation of classroom teachers has no place in this time of expanding knowledge, innovation, and increasingly

high standards. The security and competence to be gained through co-operation with fellow-workers, and the sharing, not only of planning but of daily tasks, must become an accepted characteristic of teaching.

There is great value in the use of school assistants, especially where team teaching is practised. These assistants can relieve teachers of many administrative duties and functions which now occupy much of the time that teachers should spend with children.

There is considerable merit, also, in giving teachers responsibility for a group of children, a block of time, and an area of curriculum. In such an arrangement the principal does not undertake to assign each child to a specific class or to organize each day for the school, except where the needs of particular groups conflict. His role becomes that of co-ordinator and catalyst of the overall program.

In a few newer schools, large open areas comparable to the combined space of three, four, or more classrooms become 'learning pods' in a school. In each of these 'pods', the teachers directly responsible for a group of children work as a team. The team organizes and reorganizes, plans activities based on pupils' interests and needs, and generally makes use of each teacher's specialties as well as pooling the knowledge of each child within the group. Such reallocation of function from principal to teacher is urgently needed to release both children and teachers from the dictates of timetables that are too rigid and specific.





Justice

So he stands before you
 Having been brought fresh from his crimes
 To be dealt with by
 The 'Authority.'

You say,
 'Well, what happened to you?'
 Even though you know what happened
 Because you have heard it from a teacher
 Whom he called a 'dirty bastard'
 And you have heard it from a little girl
 Who has a bleeding cheek and lacerated lip
 As evidence of her encounter with reality.
 So be, and the teacher, and the little girl,
 All want Justice.

You look at the hanging head, shrugged shoulders,
 Hands caked with yesterday's mud,
 Open-toed running shoes,
 And you wonder 'why.'
 You know that there is not an answer,
 But you still wonder.

All the bright, trite phrases of your training
 Knock on your mind—
 Poverty syndrome, cultural deviation, aggression, frustration—
 They knock on your mind,
 But somehow they don't seem pertinent.
 O, they fit all right.
 But each time your mind lets them in
 It answers a vernacular
 'So what!'

And the teacher's voice has said,
 'What are you going to do about it?'
 And the little girl's eyes have said,
 'What are you going to do about it?'
 And you are left alone with him
 To find the answers.
 To find justice.

But do we know where justice is?
 Whose justice?
 Society's justice?
 Little boy's justice?
 Little girl's justice?
 Teacher's justice?
 Is there one justice—a rule, a guide,
 A star to follow?

You don't remember it from a university text,
 Or from a Superintendent's letter,
 Or from the Minister's Report.
 Perhaps Glick, or Blatz, or Smith has the answer.
 Or Cuscizinski or Mrs. Littlestope.
 You wonder should people write books
 With a kid in front of them.
 Maybe we'd get more meat and less potatoes if they did.
 Mashed potatoes, creamed and buttered,
 But nothing about justice. Not this justice anyway.
 What did The Russian say about crime and punishment?
 You think he must have said something in all those pages
 But it eludes your grasp.

So he stands before you waiting,
 Without anger
 Which has been spent.
 Without fear,
 Except for an inner fear that has become a way of life,
 And is not felt separately in him.
 Perhaps just resignation,
 Like the resignation of a trapped field mouse.
 So you must take action. Action.

The strap?
 As though the way to a boy's heart is through his hands.
 Suspension?
 As though greater exposure to those who made him crooked
 Would make him straight.
 Talk? Compassion? Forgiveness? Your wisdom wilts.
 What about Justice?

John W. Sullivan

The principal and the school

The tone of a school is largely set by the principal. The Committee has been impressed by the evident truth of this, but there are a number of implications in such a statement.

It is possible for a principal to wield too much power in school matters. He can control such matters as promotion, marks, grading, and examinations. He can assign pupils to groups by whatever plan and whatever philosophy he prefers, subject only to the degree of uniformity required by higher authority. He can control the discipline and morale within his school, and, in this respect, system-wide attempts at uniformity have little real effect.

Paradoxically, however, the principal is at the same time near the bottom of a hierarchy that often includes a superintendent, assistant superintendents, a director, the school board, and the Department of Education. In some cases this hierarchy includes batteries of consultants, supervisors, and often parents themselves.

The principal who sees himself as the curriculum leader of the school acts as a consultant, advisor, and co-ordinator, and spends most of his time with children and teachers in psychological, sociological, and curricular activities. He subscribes to the theory that the aims of education are determined philosophically, and he realizes that striving for uniformity through standardized tests, external examinations, and other devices and controls has little to do with the attainment of objectives in education. Subjectivity is his accepted mode for educational endeavor; objectivity is desirable only in specific instances, subordinate to the major purposes of education.

The Committee was impressed by those principals who are attempting to fulfill such a role at the present time. It seemed obvious, however, that such efforts are often thwarted by aspects of the educational hierarchy mentioned earlier. Since the operation of a school will undoubtedly continue to require considerable administrative detail, assistance must be provided, in the form of competent secretaries with business training, to relieve principals as far as possible from purely administrative or organizational responsibilities. Because of the

growing complexity of educational services, new ways must be found for administrative skills to serve education at the level of the school.

The principal should also be encouraged to visit other schools and to participate in policy formulation across his own school system. Such responsibility helps a principal to develop breadth of vision and augments his experience.

In addition to serving as leader in his school, the principal has a vital responsibility for maintaining links with the community of which his school is a part. A school must be sensitive to the nature, needs, and desires of the community, and to know what these are the principal must enter into community life. His participation can take many forms, most of them informal and individual, as he calls on the resources of the school system and the community to help children.

There are also parent associations in which both principal and teachers can participate, and thus add another dimension to their understanding of the children. As school boards become concerned with larger numbers

of schools and wider geographical areas, there may be a developing need for a more formal pattern of communication between the school and the area which it serves. Both the school and the parents might benefit by the formation of a school committee in each school, with members elected at a meeting of the school community. The purpose of such a committee would be to aid the principal and his staff in interpreting the school to the community, to keep the principal and staff informed and aware of the needs of the community, to support their school in its relationship to the school board, and generally to provide for and maintain a degree of local interest in the school among people whose school trustees will be more remote than formerly.

The role of the vice-principal also requires examination. Too often this position is characterized by clerical rather than educational emphases. As a potential principal, his major function is that of providing support for the responsibilities of the principalship, as well as increasing his own breadth and depth of experience.

In keeping with the teacher's increasing responsibility as a co-operative planner in his school, the responsibility for principalship might be re-examined in favor of other forms of leadership. The 'captain of the ship' description so frequently applied to principals may well be made obsolete by the use of team leadership, wherein a teacher team assumes the role of principalship in a school. Certainly the campus-type school, in which several buildings are part of a single school complex, would lend itself to this kind of leadership, and school boards should be encouraged to experiment with this and other types of school organization.



Organization of schools

There is a wide variety of organizational patterns in schools in Ontario and elsewhere. One conclusion to be drawn from this is that the form of organization is much less important than the personalities, experience, and training of the educators in the schools. This is not to say, however, that the organizational structure cannot expedite or hamper progress toward the aims of a school or system. It is apparent, for example, that the grade system has outlived its usefulness in its present form.

There is no uniquely desirable organizational pattern for the schools. Such planning should be the prerogative of the individual school, of the principal in conjunction with his teachers. It has been suggested that simply naming each year, 'first,' 'second,' and so on, with the concept of failure removed and new and better kinds of evaluation substituted for the 'marks, examinations, report card' syndrome, could serve quite well as an administrative device for keeping track of pupils in a school.

The ideal school complex should provide facilities that encourage the greatest measure of uninterrupted articulation from year to year. Sharp lines of demarcation serve to defeat the continuum principle offered by the learning program. Various forms of organization designed to improve articulation are already appearing across the province, and although present buildings in a community may well govern the organizational structure of the schools for years to come, this should prove no handicap where flexibility and co-operation are guiding principles in a system.

Two other principles of organization should be mentioned here: school size, and community use of schools.

In recent years school enrolments have become larger and larger, as the population has increased and the centralizing of schools has been made possible through larger units of school administration. Since the passage of *Bill 54* by the Ontario Legislature in 1964, clear patterns have emerged:

Elementary schools: classification of teaching areas

Teaching areas per school	1945	1955	1965	1966	1967*
1	5,081	4,083	1,463	914	530
2	556	720	540	410	317
3	183	276	252	228	220
4	224	268	358	316	293
5	113	174	223	234	219
6-10	385	741	1,225	1,258	996
11-15	171	408	824	820	1,011
16-20	97	209	445	509	567
21-30	72	137	325	349	483
Over 30	15	24	62	81	125
Total	6,897	10,400	51,070	51,197	47,661

*This total includes 78 schools that did not report as to teaching areas

Secondary schools: classification of teaching areas

Teaching areas per school	1958	1962	1965	1966	1967*
1	1	2	1	1	1
2	15	2	1		
3	9	5	1		
4	18	5	3	4	
5	10	4	3	1	
6-10	71	49	46	37	24
11-15	59	58	59	52	48
16-20	46	53	42	41	31
21-30	81	88	86	78	71
31-50	74	135	174	180	186
51-70	10	45	81	112	137
Over 70	10	11	22	27	37
Total schools	404	457	499	523	535



There is considerable reason for concern over the impersonal attitudes and regimentation often associated with large schools. Although efficiency, economy, and flexibility of program are compelling arguments for placing large numbers of children in single school units, it must be emphasized that larger units of administration do not necessarily mean larger and larger schools.

A school needs to be supported by a large tax base and to be part of a large administrative area, but the enrolment in it need not be larger than is considered viable. Even in schools with 500 pupils, groupings of children must be arranged so that pupils and staff members can enjoy a relatively close relationship. The effective counselling recommended elsewhere in this Report can be achieved only when pupils and teachers have daily and meaningful contacts. The establishment of House systems, for tutorial purposes rather than competition, or the conversion of department heads into chief tutors among 'tutorial sets' of students and teachers, would further improve relationships among teachers and pupils.

As there may be wide variations in the size of schools, there may also be considerable variation in the age levels of pupils grouped in a school building. This need not seriously hamper the development of an integrated curriculum from kindergarten through the twelfth year.

Community use of schools has been a much-discussed but seldom-accomplished goal of education for many years. The real problem here, as with other desirable but seldom-attained educational goals in Ontario, lies in organization—in divided administrations, undefined responsibilities, restricted finances, and outdated legislation.

School buildings are expensive resources of major importance, and the public has the right to enjoy their widest possible use. Many communities have already demonstrated the feasibility of extending the use of these facilities, and the program now envisaged is one in which the library resource centre, the swimming pool, the gymnasia, and the classrooms can all be used as part of a regular community program. A school board can provide services and participate in programs now divided among such disparate groups as the Community Programs Branch of the Department of Education, library boards, service clubs, and social service agencies.



The Dynamic Community program (Dynamcom), now under development in such areas as the Town of Mississauga and the Borough of North York, is a forerunner of what should be many such co-operative movements.

Principals should be prepared for their role as community leaders in this respect. The use of facilities by several groups creates problems that can be solved only by co-operation and good will. Teachers, assistants, and custodial staff of a school should participate in the planning involved in community use of schools. All should be represented on community planning councils, as should the school committees mentioned earlier.

The superintendent of schools should acquire an additional function, that of community education agent. He should maintain system-wide liaison with organizations related to education in his jurisdiction. At present, agencies which are in reality sections of the Department of Education (such as Community Programs, Libraries, Correspondence, and Youth) often have little or no liaison among themselves in the communities in which they function. The superintendent should provide an awareness of available services and help avoid duplication. He should become an additional resource, as the principal and his school committee endeavor to provide a community school for all.

Local school jurisdictions in Ontario, 1945-1967

Boards	1945	1955	1965	1966	1967
Elementary public school boards	4,847	3,173	940	883	777
Separate school boards	659	764	527	526	482
Total elementary	5,506	3,937	1,467	1,409	1,259
Secondary school boards	261	306	257	246	235
Gross total	5,767	4,243	1,724	1,655	1,494
Less duplicate boards of education	118	56	51	51	48
Net total	5,649	4,187	1,673	1,604	1,446

The school board

At this level of organizing services for education, the needs of individual children are remote considerations for people concerned with policies, regulations, and management. Paradoxically, however, it is only as organizations become large that resources can be mobilized to provide opportunities to satisfy the needs of each child. For example, the long struggle in Ontario to provide special education for all children with handicaps has been made considerably more difficult by the complexity of conflicting authority and overlapping jurisdictions. Only in cities where single boards of education have had large tax bases and large populations, have adequate special education services been provided. Further development is now taking place in such cities as a result of the integration of the elementary and secondary branches of the Department of Education, which has freed the boards to develop genuinely integrated services. A further step now necessary is the appointment of co-ordinators and consultants to ensure that various community agencies or the school system itself provide health and welfare services for all children.

In the view of the Committee, the formation of large units for educational purposes throughout the province was a necessity. At every level, and for every kind of problem in education in Ontario, the existence of 15 varieties of school boards has retarded improvement. The time was overdue to end the preoccupation with organization that has characterized Ontario school administration. The feasibility of the Provincial Government exercising its prerogative in education was clearly demonstrated by *Bill 54* of the 1964 Legislative session. The move to township school areas has already brought inestimable opportunities to thousands of children, as central schools and improved services have followed in the wake of mandatory legislation for larger units of administration. The recent introduction of legislation to establish units that can undertake the complex responsibility of educating every child to the limit of his potential, is endorsed by this Committee.

The following section suggests some criteria around which suitable units for educational administration should be organized. The model established here, based on an article by Charles F. Faber in the *Phi Delta Kappan*, is in no sense definitive, but it does attempt to outline

some principles which school boards may find useful. Each criterion is presented as a brief general statement followed by further explanation.

1. Schools should offer a comprehensive program from kindergarten through 12 more years. Consideration should be given to the inclusion of nursery schools in the system. There should be continuing liaison between school boards and institutions of higher learning and adult education.

Schools for senior students should be comprehensive, providing a general education for all, together with a wide choice of options for those who will be going on to further academic, technical, or vocational education.

2. A board should provide a complete range of services, from preschool diagnostic services to special services for the physically and mentally handicapped, as well as health and counselling services for all pupils.

When the provision of special services is taken into consideration, the optimum conditions for providing educational services to all children within school districts may be found somewhere within the broad limits of 5,000 to 20,000 pupils. In a reorganization into county and city boards of education and large separate school boards, all such units come close to falling within the range suggested, especially if co-operation between separate school boards and boards of education is developed.

It should be noted that there is currently felt to be a maximum size for an administrative unit measured in terms of numbers of pupils. Some studies indicate that when a school system tries to provide services for more than 20,000 children in a single organization, a levelling off occurs; public participation and interest in educational matters tend to decline and administration tends to become increasingly bureaucratic.

3. A board should be large enough to employ specialized consultative and administrative personnel.

Various studies reported by Faber suggest that at about the 10,000- to 15,000-pupil level, sufficient teachers and consulting staff can be employed to provide for a school system of high quality. Most estimates indicate that from 200 to 250 teachers is the minimum size of staff to enable best use to be made of subject consultants, librarians, nurses, and attendance counsellors.

The Committee has observed in a wide variety of school organizations that the structure of a school system matters considerably less than the prevailing philosophical climate. Some organizations stress consultative help for teachers; others expand the supervisory staff. Some appear to emphasize teachers' salaries, while other boards place emphasis upon educational facilities.

In the opinion of the Committee, the chief executive of a board should be the chief education officer for the area under the jurisdiction of his board. He should be free from administrative detail and should not hesitate to call upon others to assist him in reporting to the board. He should be free to visit schools and talk with children, parents, and staff in the system. He should have time to study and visit other jurisdictions. He should be an advisor on policy and a guide on philosophy for the board and the staff. His role in a school system becomes infinitely more valuable when it is used to enhance the development, autonomy, and self-respect of children and teachers.

The decentralization of budget control has several advantages in modern organizations, and there is a trend in education toward budgeting by programs; by this system sums of money are allocated for defined purposes with specific relevance to the goals of the organization. For example, the budget allocation for a school is the spending responsibility of that school; and the allotment for special education is by totals for such functions as special training for the hard-of-hearing or retarded, including salaries, equipment, and accommodation. Constant re-evaluation of programs is possible, and reallocation of functions can be carried out more easily than in the present frozen pattern of budgeting by departments or other static organizational divisions.

4. A board must have a large enough tax base to be able to support the kind of program implied by the previous criteria in conjunction with an equalization support provided by the central authority.

There are no absolutes possible in estimating adequate economic bases for school systems. Assessment on real property has remained the basis for municipal taxation in Ontario. Grants from the Provincial Government to school boards across the province have amounted to between 42 and 45 per cent of local expenditure per pupil in recent years. The role of the Provincial Government in equalizing educational expenditures has been, and will undoubtedly continue to be, a vital factor in equalizing educational opportunity. Such equalization should be far simpler and more effective when the central government relates to a much smaller number of local education authorities, each with a relatively broad tax base of its own.

The four major criteria for school board organization suggested above are reflected in a study of services to children now available in most of the major cities of Ontario. The range of services could be extended to include other services that already exist in some communities, but that can only be considered by relatively large school boards: psychological and psychiatric services, welfare and housing liaison services, liaison with penal and reform institutions, and so on. Such specialized services might still be beyond the capabilities of smaller county or separate school boards. Particular needs in this category could be added to a brief list of other specific functions that require co-operative action by two or more boards.

School board autonomy

Larger and more responsible school boards should have far greater control and autonomy than has been possible heretofore. The fundamental role of the provincial authority should be to equalize educational opportunity by means of a redistribution of money to the local education authorities, while leaving most of the decisions concerning its expenditure to them.

Schools and their principals and staffs need considerably more autonomy than is usually granted by boards and superintendents. This relative autonomy should be extended in such matters as curriculum planning, school organization, staffing, and the disposition of supply budgets. Teachers, principals, supervisory personnel, and board members should all review current practices with a view to determining areas of administration where uniformity is desirable without stultifying individuality. A case in point might be a decision to standardize 16-mm movie projectors or photocopy equipment, in order to simplify maintenance problems. No case can be made for a system-wide decision that all schools must have a photocopy machine or a 16-mm movie projector. Such priorities should be established within schools, reflecting the nature of the program available to the pupils. Similarly, there is nothing educationally or financially defensible about decisions to standardize textbooks within school systems.

A board should consciously encourage innovation, as only larger boards are now in a position to do. It would be useful to employ within a system one or more people to encourage innovation and planning, and helping to implement change. Such personnel would be a direct link to research as well as to other sources of new ideas, and could help considerably to shorten the notorious 'implementation lag' in education.

An example of innovation made feasible by the extension of local autonomy might arise from an easing of regulations governing school attendance. School boards might experiment with adjusting the length of the school day and the divisions of the school year

within a fixed annual total set by the Department of Education. Similar flexibility might also be provided with regard to dates for school entry, so that school boards might be free to establish multiple entry dates for beginners.

The roles of a professional library and a variety of in-service activities should not be overlooked in relation to innovation. Outside agencies may provide expert assistance from time to time for in-service activities in school systems, but a good deal can be accomplished on a local basis by large boards with adequate staff services.

Supervisory responsibility of school boards

The school board should be responsible for the curriculum of its schools. Thus it must maintain a staff of consultant specialists whose skills are related to the many aspects of child development and the learning program. The role of these persons should be one of service rather than of surveillance, since assistance to teachers and pupils is the basic justification for their presence. Many of these positions, of course, will require highly specialized skills found only in people who are specially trained. A number, however, can be held on a less permanent basis by teachers whose abilities might best be applied in short-term consultative roles. Such teachers could leave the classroom for a period of one or two years to serve in this capacity, knowing that they would return to the classroom on completion of the assignment.

An elected school board should be responsible not only for the operation but also for the quality of its system. New and better techniques of supervisory practice involving in-service work, group dynamics, and self-evaluation are replacing the traditional methods of rating teachers. Still, the responsibility for improving the quality of education in a system requires that superintendents, boards, and teachers' federations also accept the responsibility for removing from the profession those deemed incompetent to teach. The presence of supposedly objective ratings or levels of quality in teaching has only obscured the fact that a teacher is either competent to remain with students or is not.

Those who continually harm the developing characters of their students should be denied the privilege of teaching. High standards of entry, continuing in-service education, and flexible placement policies can ensure competency in other respects.

Supervision, like teaching, is a subjective exercise, best carried out by those who know the people being supervised. In the opinion of the Committee, therefore, supervision of school personnel is a function not of the Department of Education, but of the school board. The Committee recommends, however, that the Department of Education retain responsibility for certifying and prescribing the qualifications of the school superintendent who, as senior officer for the school board, should have the powers and responsibilities of chief executive officer of the board. It is desirable that education officers receive specific training to ensure an adequate supply of qualified people with a broad generalist outlook in education.

It is desirable that senior educational officials in a community should have recognized rights with respect to the maintaining of liaison among the various agencies that are related to the education and welfare of children in the community. By various means, the superintendent and the school board should help to co-ordinate the work of groups concerned with public libraries, teacher education, and community colleges. The school board should have a direct relationship with regional schools located in the community which provide special educational facilities. These include hospital schools, reform institution schools, schools for the deaf and the blind, and other such establishments.

The Provincial Department of Education

The movement toward the organization of larger units of administration in the province brings with it the need for the school boards of these larger units to assume a greater degree of self-determination in the operation of their affairs. The decentralization of many aspects of educational administration from the level of the Department of Education to that of a local school board requires a new description of the relationship which must exist between the Department and the local authorities. This decentralization must be meaningful if it is to be effective.

There are many forces at work which invite change in educational organization. The Committee has examined the sociological and economic forces which press on the child's world. These forces create demands for new patterns of educational government.

The Department of Education, in the interests of the welfare of the children in Ontario, must always maintain a certain degree of regulatory power. The regulatory power of the Department has ranged over many areas, from prescribing the square footage of proposed classrooms to the specific prescriptive design of program content to be presented in the classroom, and from the work of supervisory personnel to the education and certification of teachers.

The new autonomy of the larger boards requires, however, that this regulatory process be modified, and that the maintenance, 'gatekeeper' type of leadership which tends to be associated with the regulatory role, be transformed into other more vital types which must characterize the Department of Education of the immediate future.

Historically, the function of the Department of Education has reflected the diverse population pattern of the province. With a preponderance of widely scattered schools and rural school boards, the Department's concern with problems associated with such conditions is understandable.

But Ontario has changed, and will change even more in the near future. Educational problems are associated with large urban, suburban, and rural administrations. The needs of these changing patterns of organization will call increasingly for a highly sophisticated and knowledgeable problem-solving group within the Department of Education. Further, after the formation of larger areas of educational administration, it follows that the Department should withdraw from operational functions, retaining policy formation as its only unique and indispensable function. Administrative tasks that now distract officials from this function should be considered the responsibility of local jurisdictions.

Because of the rapidity of change associated with this whole question, it is suggested that some of the personnel of the Department should be organized into task force groups, brought together with people from the various systems of education in the province and given freedom to concentrate upon the problem at hand, to create a solution, and to begin its implementation. Thus the major portion of the Departmental staff would work in a series of forming, re-forming, and dissolving groups of task-motivated, problem-solving forces. The Committee strongly suggests that solutions to our rapidly developing and changing problems will be found only by a personnel group within the Department which reflects an organizational sensitivity to the real world of children. Frequent contact with children is a prime requisite for Departmental officials.

All professions face a critical shortage of highly competent personnel. Education is no exception. As the larger units of administration develop, they will automatically increase the demand for leadership personnel. At this point, it is significant to note the magnitude of the staff employed by the Department of Education, as indicated in the accompanying table.

When any educational bureaucracy reaches such size, it can be speculated that a great deal of energy will be expended on the perpetuation of the organization, with relatively less consideration being given to the needs of children in the schools. Locking a professional group of this size into a central organization handicaps people who could serve more efficiently at the local level.

We can also hypothesize that many members of the Department staff have experienced the traditional atmosphere of the civil service and the old organizational pattern of career direction which presented clearly charted routes to promotion. This is rapidly becoming less true, and the proposed new design of the Department will stress this point.

Moreover, salaries paid to Department personnel do not guarantee that the people of Ontario have the best professional educators within the Department of Education. The creative, dynamic educator is generally found where his worth is recognized financially and a sense of innovative freedom more readily prevails. We must have excellent educators at the Department level, even for short periods of task-force service. Pruning the present staff to a size which can function in the new domain of relationships between boards and the Department would provide savings which could be used to increase the power of the Department in its search for talent. This power would be further increased by providing on-going training experiences for Departmental personnel.

Staff complement Ontario Department of Education (October 1967)

Classification	Central	Field	Total
Administrative	100	47	147
Professional	203	459	662
Teaching		875	875
Secretarial	533	243	776
Printing	35		35
Maintenance	67	353	420
Skilled technicians	40	3	43
Residence counsellors		175	175
Production staff	36		36
Total	1,014	2,155	3,169

Within the last three years ten offices of the Department of Education have been established across Ontario to decentralize the operations of the central office. In many instances, this has resulted in an additional layer of administration. In other areas, there have been significant results, particularly where the regional office has started to move toward the function of a service centre, providing expert help to local supervisory people as well as classroom teachers. The new school boards with their own staffs and increased powers of decision-making will have less need for consultative help of the kind now offered. Regional offices should be reduced in number, and those remaining should serve as resource centres, assisting innovation and communicating ideas throughout the Ontario system.

A redesigned Department of Education must take into account the factors surrounding education today, the trends to organizational change already underway, and the demands which call for reconstruction of the Department as a new and vital leadership force.

The organization proposed here is not intended as a detailed and permanent alternative to the present system. The Committee hopes, however, that it will serve to reflect at least two of the characteristics of modern educational activity: dynamic leadership and local autonomy. A system of education dedicated to individual needs and aspirations is most likely to flourish in an atmosphere which invites constant striving for improvement.

An ombudsman in education

The growing complexity of educational systems, the diversity of educational experience, and the emphasis upon equality of educational opportunity, suggest the need for an office in education to which individual problems might be brought. The Committee, therefore, recommends the appointment of an ombudsman in education to act as an independent public officer serving all levels of education in matters of dispute. This is not to suggest a lack of competence or sensitivity on the part of authorities in education. Rather, the recommendation suggests that their responsibilities and prerogatives, as well as the rights of educational consumers, might be better understood and protected through such an office.

A Model for Ontario



A description of 'A model for Ontario'

The role held by the Department of Education for the citizens of the province has created a bureaucratic organizational structure which has been described in the text of this Report. The model presented here is an attempt to illustrate an administrative design based upon the interrelationship which must exist among all elements and sub-systems of the total organization for learning. The development of equality of educational opportunity and the decentralization of decision-making to the levels of implementation are the governing principles for the organization suggested by the model.

The 'Domain of Provincial Policy,' created by the Legislature, spreads over all governing authorities in education. This domain embraces the activities of a *Department of Education*, led by the *Minister* and the *Deputy Minister*. The structure of the suggested Department is basically designed around responsibilities related to *Legislation, Planning, Research and Development, and Systems Evaluation*.

The *Legislation* section is sensitive to necessary changes in legislation, responsible for creation of legislation for the Minister and for advice which gives clarity to legislative interpretation. The bulk of the Department's activities is found in the *Planning, Research, and Development* section and its sub-sections. This section is responsible for long-term planning as applied to all activities in education; for short-term research, for the identification of particularly crucial research areas, for long-term study, and the contracting for this research with the *Ontario Institute for Studies in Education*; for the development of demonstration centres in school jurisdictions, the interpretation of new processes and procedures found around the world; and for providing direct aid to school boards where new developmental projects are undertaken.

The *Systems Evaluation* section is concerned with the total analysis of any part of the educational system, upon the request of any governing local board, or of the Minister.

The three basic sections are supported in their work by the *Supportive Services* of statistics, grants, data processing, information, building guidance, and other services that the work of these sections demands.

The Department is related to the other elements of the provincial structure through the co-ordinating activities of a *Communications* section which would also act as the initial receiving base for external communications, and their channeling to the correct action centre within the Department.

As local educational authorities, regional authorities, and other educational agencies work within the 'Domain of Provincial Policy,' they create as a result of their activities, a second domain known here as the 'Domain of Educational Implementation.'

Boards of education, separate school boards and other boards concerned with the first 13 years of schooling naturally relate to other realms of the educational spectrum—the universities, the community colleges, special residential schools, and private schools, within the region. This type of interrelationship results from activities in an 'Area of Interest and Co-operation.'

Created and governed by acts of the legislature, several orbital organizational structures form part of the design. These agencies, at any particular point in educational history, represent larger or smaller spheres of influence upon various parts of the organism; e.g. the *Advisory Council* issues a major report, or the *Ontario Institute for Studies in Education* announces a major finding in educational theory.

Any model of this type must also recognize the presence and influence of a host of social agencies, educational bodies, and other groups interested in education and its development and outlined here outside the two basic domains; for example, the Ontario Educational Research Council, the Canadian Education Association, and others.

The office of the provincial *Ombudsman* is illustrated as a line cutting through the complete structure, since, as a public officer, his responsibility would necessarily be related to all educational levels.

Financial responsibility

At present, grants from the Provincial Government to school boards generally fall into the two categories of operating costs and capital costs. Capital costs are usually for buildings and sometimes for pupil transportation. Another minor category may be classified as 'stimulation grants,' which are specifically provided for the encouragement of such things as membership in trustees' organizations, payment of superintendents' salaries, provision of textbooks, establishment of special education classes, and so on.

Grant regulations are extremely complicated and very detailed, largely because of the necessity to relate to a wide variety of local administrative units. The variety of kinds of school boards in the province and the tremendous range in their size has created a stultifying complexity in the provincial authority's financial relationship with them. This relationship ranges from the relatively remote—with regard to administration in an area like Metropolitan Toronto—to the operational control of a school board in unorganized territory in the far north of the province.

With the advent of a rational pattern of boards of reasonable size, the autonomy of each school board in financial matters must be greatly increased. In fact, the operational principle ought to be that a school board is responsible for education within its territorial jurisdiction. Grants from the Province should be a matter of disseminating funds, but the actual expenditure of such funds, including the way in which the money is spent, should be the prerogative of the board. Local decisions should concern such matters as the proportions to be spent on learning programs at all levels; amounts allocated to materials and equipment; the proportion to be spent on salaries and buildings, and so forth. In essence, the fiscal role of the Provincial Government should be to calculate, in co-operation with local education authorities, their needs and their ability to pay; these factors to be compared with the provincial totals and related to the

available amount of money in the provincial budget for educational grant purposes. Present 'stimulation grants' from the central authority should be abandoned. If boards are to be relatively autonomous, they must establish priorities of this kind for themselves. If the need arises, from time to time a particular grant might be instituted by the Province to encourage provision of some desirable feature or practice, and continued until it has been adopted by a sufficient number of boards to warrant the inclusion of such monies in the general grant structure.

In theory, then, each school board should establish its own priorities and exercise real autonomy. Only on such a principle can diversity be encouraged in cultural, architectural, curricular, and organizational matters. It is worthy of note that this principle is well-established in the field of university financing in Ontario. The application of this principle has received world-wide attention, and may well provide a model for the development of school board autonomy in this province.

The Committee recommends that school boards should receive substantially increased provincial grants. The percentage would vary with the wealth of the assessment base of each board and the total enrolment in the schools compared to provincial totals, but the average should be considerably higher than the present 42 to 45 per cent. Any ratio of local revenue to provincial grants should leave significant local prerogative, and yet should considerably free local residential property assessment from taxation for education.

The Committee wishes to emphasize that its position with regard to increased provincial responsibility in educational finance in no way implies a desire for central control. Rather, it is intended to indicate the Committee's conviction that the high costs of modern education are creating a burden for homeowners that is rapidly reaching unbearable proportions. Again, since education is already accepted as a provincial and even a national resource, placing the prime responsibility for its finance on the shoulders of the homeowner can no longer be justified. The Committee, therefore, suggests that immediate and urgent attention be given to a search for new ways of finance that will eliminate the residential property tax as a source of support for education, and will ensure quality and equality without loss of local prerogative.

Some special considerations

In striving to provide the best possible educational opportunities for the people of the province, the Department of Education must be sensitive to problems and possibilities as they emerge, and must initiate or encourage solutions and improvements. Some of these problems arise from conditions that have a long history of tradition or practice; others are by-products of a new age. Some have relatively simple solutions; others almost defy solution, because of cost, apparent public opinion, or divergency of views. Having espoused the principle of equality of opportunity, however, the Department of Education is committed to the search for the best possible means of making the principle a reality.

A wide array of conditions bearing on this question constantly confronts those responsible for public education, and this Report draws attention to three areas that are pertinent to the present time.

Educational television

The development of an educational television service has rapidly become one of the major activities of the Department of Education. The production and dissemination of programs bearing the endorsement of the Department has been a good example of an educational innovation. It is, however, the opinion of the Committee that the present predominant role of the Department in educational television may affect adversely the implementation of educational aims and the operating roles of various levels of the educational system in the province.

Essentially, all television, commercial and educational, is a technique for the communication of information, in this case with the advantages of moving pictures and sound. Much of the effectiveness of television as a form of communication is derived from the fact that a great many people receive the same information simultaneously. The contribution of such a communications medium to improvement in the level of general knowledge and mutual understanding must not be underestimated, but this same characteristic imposes a new requirement on the schools.

Since much of the traditional function of transmittal of a common cultural heritage has been assumed by television and other mass media outside the school, the school must emphasize instead the development of individuality among children and must seek at the same time to create a balance between conformity and individuality. The attitudes, methods, and curriculum endorsed in this Report should provide the kind of school experience necessary to the development of secure, creative, and independent adults.

One of the organizational problems of educational television is the need to find ways to decentralize the techniques of transmission, so that individual schools and classrooms, and ultimately individual students, may have access to information when they need it. Electronic video recording, a new and relatively economical process, heralded as comparable to the phonograph record in its impact on communications, will help to meet these requirements. There are indications that it will be

commercially available in the early 1970's. Even with the advent of this flexible arrangement for recording and transmission there will continue to be a need to decentralize the planning, preparation, and transmission of programs wherever possible.

The objective of adapting the content of programs and the means of transmission to meet the immediate interests and needs of the student does not negate the valuable role that certain forms of broadcast television can perform. Television's immediacy enables it to communicate events as they occur in widespread parts of the world. Students must be permitted to observe, then analyze and draw their own conclusions about contemporary events. Television all too seldom achieves its potential in this respect, but when it does, as in the events surrounding the death of President Kennedy or the launching of rockets into space, the results are of spectacular educational value. Educational television should explore its role in this regard, especially in relation to local or regional events not normally of interest to commercial broadcasters.

Because television is essentially a one-way medium of communication, there is all too often a tendency on the part of production teams to employ basically a documentary style of presentation, whereby programs merely give information, without involving the viewer except as a passive recipient of such information. With careful planning and creative production, however, it is possible to prepare programs that involve the viewer in a variety of ways—by arousing his curiosity; by helping him to look more carefully at a subject; by transporting him, vicariously, in time and space to far-off events and places; by presenting for him various viewpoints on an issue; by creating situations leading to discussion or reflection; by showing him how to perform a skill; and by providing experiences which enable the viewer to form his own generalizations or conclusions. If educational television is to make its appropriate contribution to practices that emphasize inquiry, discovery, and the

pursuit of individual interests, it will be essential that the planning and production of programs be based on this philosophy. Television programs for school use must support the teacher's goal of guiding pupils through inquiry, and must not subvert or compete with this goal by merely presenting packages of information.

In discussing arrangements for planning, producing, and transmitting educational television programs, the following matters must be considered:

- What authorities should be responsible for program planning and content?
- Who should determine, direct, and co-ordinate general policy?
- Who should provide production facilities?
- Who should provide transmission facilities?

In keeping with the view that curriculum development should become a local responsibility, there is need to encourage the development of regional and local ETV authorities, comprising local and county school boards, Colleges of Applied Arts and Technology, universities, adult education groups, and other educational groups interested in ETV. These authorities should have the major responsibility for the planning and preparation of programs within their regions. In this way programming can be closely related to local curricula.

It is the belief of the Committee that the ETV branch of the Department should continue to produce programs of general curriculum interest that will be available for use throughout the province, and should also produce and transmit special programs for those areas where regional authorities do not develop.

The Committee accepts the view that the provision of transmission facilities is a federal responsibility. However, in applying this policy, the allocation of broadcasting channels and the location of stations should reflect the growing importance of educational television. Also, in making use of federal transmission facilities, it must always be clear that the responsibility for program policy and content must remain within the province.

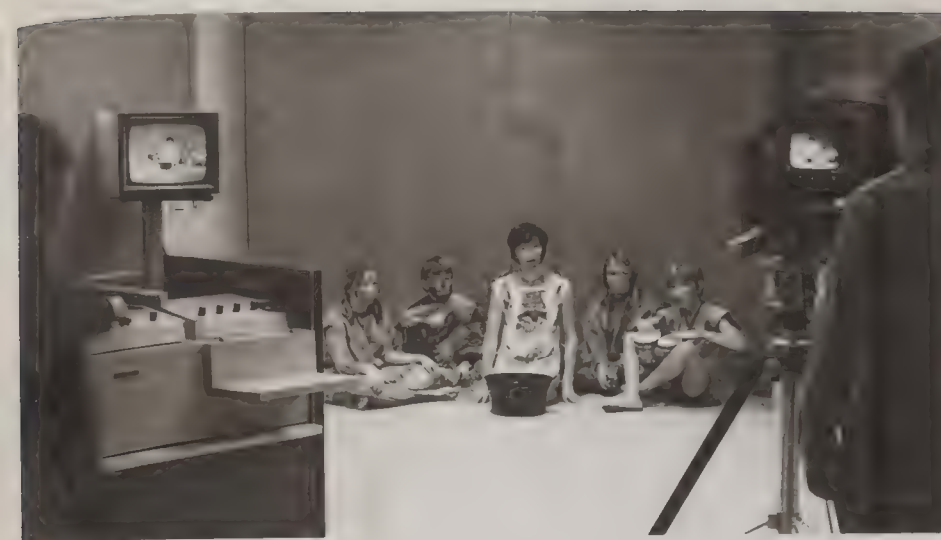
This concern for provincial control over the content of programs produced by authorities within the province is not intended to preclude worthwhile television services of either an interprovincial or a federal nature. The definition of education as it relates to broadcasting requires clarification; to this end the Committee



suggests that the Minister of Education seek an opportunity, in company with other provincial Ministers of Education and the Federal Government, to define education as it relates to television in Canada in the light of modern educational requirements at the school and adult levels. The Committee also believes that the province should continue to co-operate with other provinces and the Canadian Broadcasting Corporation in producing high-quality ETV programs of an inter-provincial or national interest.

Concerning educational television within the province, the need for overall policy formation, and for developing a co-ordinated network of production centres can best be met by an independent provincial ETV authority. The Committee therefore proposes that the Minister of Education establish a provincial ETV council, independent of the Department of Education, and composed of Department of Education officials, teachers, trustees, and representatives of regional ETV authorities, universities, Colleges of Applied Arts and Technology, and adult education groups. This body should establish policies to guide and direct the orderly development of all educational television within the province as follows:

1. Encourage and assist in the development of regional, and eventually local, programming under the direction of regional ETV authorities;
2. Provide production facilities to the Departmental ETV branch, to regional ETV authorities, and to other educational agencies;
3. Recommend the grants for production by ETV authorities and the ETV branch of the Department of Education;
4. Co-ordinate the activities of all ETV authorities;
5. Develop the competence of teachers and other persons to assist in educational television by seconding, for limited periods of time, capable persons from the Department, school boards, and local ETV authorities to assist in the development of qualified persons who will assume leadership with other ETV authorities as they develop;
6. Assume responsibility for encouraging and directing research and evaluation of educational television at all levels.



Separate schools in Ontario

In this province, denominational separate schools have existed as a matter of right since prior to 1867. All but two of the 482 separate school boards in the province are Roman Catholic. There were in September, 1967, 381,460 pupils in Grades 1-8 in Roman Catholic separate schools, compared to 1,002,341 in the same grades in the public elementary system. At the same time, there were 21,037 pupils in Grades 9 and 10 in separate schools throughout the province. There are no publicly-supported separate school grades beyond Grade 10. Grants for Grades 9 and 10 are made, but at the elementary grant level. Of the pupils who continue beyond this level, many transfer to public secondary schools, while others go to private secondary schools.

The Committee heard arguments for and against extending publicly-supported separate school grades beyond Grade 10. It has devoted considerable time to consideration of this aspect of education in Ontario, for it has an important and direct bearing on the aims and objectives of education in the K-12 continuous learning program which the Committee recommends for adoption in Ontario.

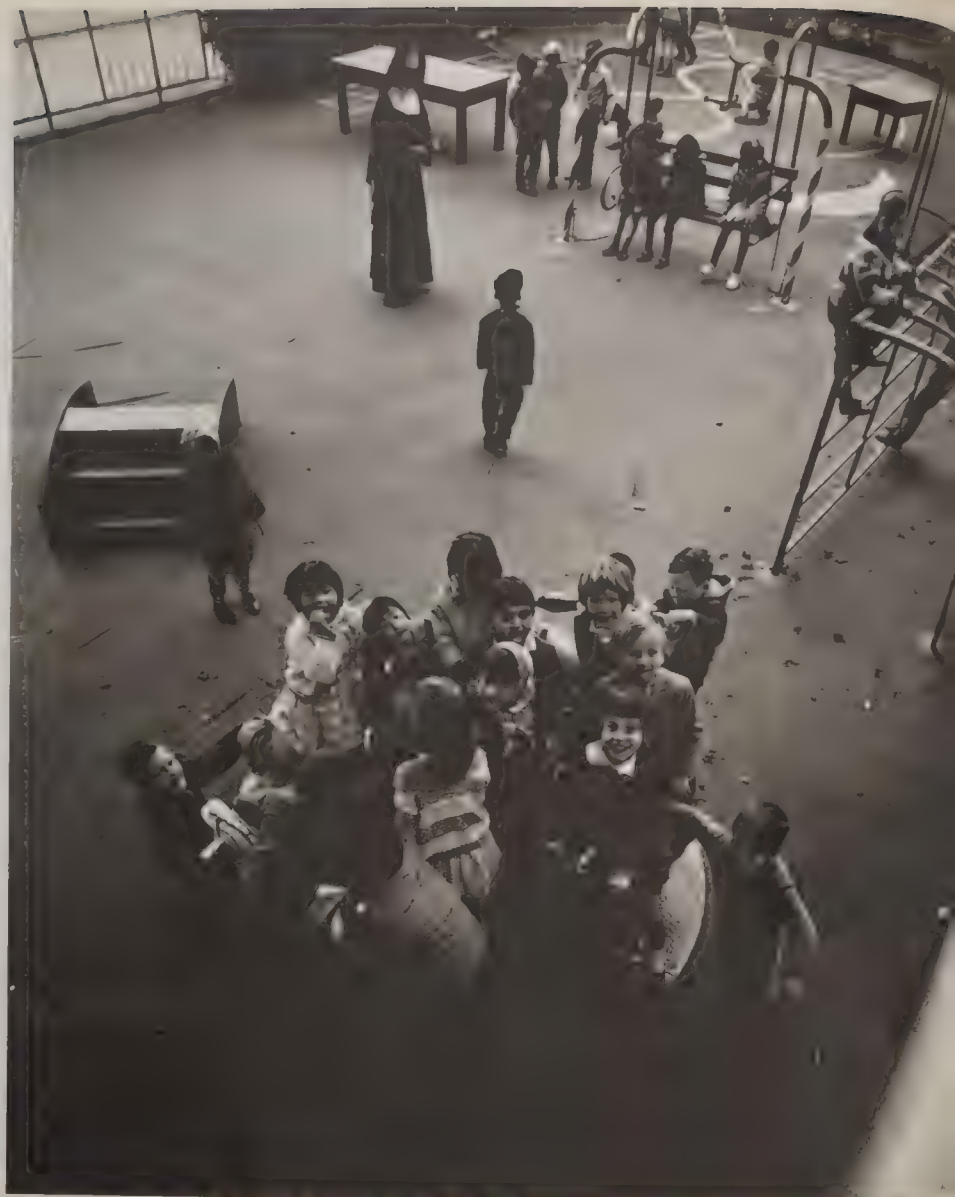
In the implementation of the proposed plan for larger units of administration for education in Ontario, announced by Prime Minister Robarts on November 14, 1967, some arrangement acceptable to all should be found—one which will bring the two tax-supported systems into administrative co-operation, preserving what is considered by the separate school supporters as essential to their system, and at the same time making possible a great deal of co-operation and sharing of special services, avoiding duplication in many areas and services, with a consequent saving of tax dollars; but of infinitely greater significance, an arrangement which will bring to an end a controversy that has burdened the administration of education in Ontario since Confederation. That such could be achieved with good will and understanding would testify to Ontario's maturity.

and its vision of a greater future for all Ontario children, with the result that all children would have equality of opportunity through education—the goal toward which education in Ontario is aiming

Just as the move to county and city boards in the public sector of the educational system is highly desirable in the opinion of the Committee, so it is necessary for separate school boards to be organized in units of adequate size. There is no need to repeat the description of the present complexity of administrative jurisdictions surrounding school children. It applies equally here. Further, separate school boards, because of the 'three-mile radius' provision in *The Separate Schools Act*, have not generally had coterminous boundaries with any other educational or municipal jurisdictions, thus complicating the organizational problems of both educational and municipal offices to the point of absurdity. Unlike public school boards, separate school boards have been able to borrow their own capital funds without the intervening permission of each municipal council whose jurisdiction lies partially or totally within the territory served by the board. Nevertheless, the issuing of tax bills, the use of county health units, county libraries, and the like, become much simpler to arrange when jurisdictional boundaries are coterminous.

If, as is to be hoped, the legislation creating county and city boards of education in nearly all of Ontario is passed in 1968, it is also highly desirable that similar legislation creating separate school board areas coterminous with the board of education areas be passed.

Given the presence of a single board of education and a single separate school board in a county, new patterns of co-operation between public and separate school supporters are feasible, to the benefit of children in both sectors.



The list of services that might be shared is a long one. Such services could include:

-Pupil transportation

The duplication of school bus service in many communities requires co-ordination on a county basis

-Sharing of consultative staff

Many services provided by highly qualified and relatively scarce specialists could be available to children and teachers in the whole county.

-Common sites

Joint planning could develop campus-type sites, where playing fields, gymnasias, heating plants, libraries, and so on could be shared.

-Joint projects

New ventures could be developed jointly that individually might unduly strain the resources of a single board, such as the provision of outdoor schools or field study areas.

-Health services

Medical and dental services, whether provided by the joint action of the school boards or by a county health unit, should be established on a county basis

-Counselling services

This service to children and teachers requires competent specialists for the personal counselling aspect, and a widespread and up-to-date information system on the vocational side.

-Computer services

Expensive and sophisticated systems are necessary for proper use of this kind of equipment, for computer-assisted instruction in schools and classrooms employing remote terminals, for instruction in computer mathematics and computer programming, and for use in administrative services.

-In-service teacher education

A pattern of joint in-service work among teachers has already developed in many communities; public and separate school superintendencies (both rural and urban) have held joint conventions; and teachers' federations have carried on joint courses.

-Special education

Communities within the county may set up joint classes for the handicapped and share staff and facilities; joint teacher councils already exist in some communities.

In addition to the kinds of joint effort suggested in the foregoing, there could be a single joint committee established by the two school boards in a county to meet regularly with planning authorities in the county, hopefully with a single County Planning Board.

Full achievement of co-operation is a matter of time, good will, and the spirit of ecumenism that is every-where tending to bring people together

Private schools

Number and type registered 1967-68

Kindergarten and Elementary	19
Elementary	78
Elementary and Secondary	24
Kindergarten, Elementary, and Secondary	8
Secondary	115
Total	234

Religious Schools	Number	Enrolment (Approx.)
Roman Catholic	101	18,800
Secondary	95	18,300
Elementary	6	500
Christian Reform	45	8,000
Secondary	3	500
Elementary	42	7,500
Hebrew	11	3,600
Secondary	5	
Elementary	6	
Seventh Day Adventist	6	800
Secondary	1	500
Elementary	5	300
Amish Mennonite	22	900
Secondary	3	400
Elementary	19	500
Others (Brethren, Swedenborgian, Church of New Jerusalem)	3	100
Total	188	32,200

Independent schools	47
Number of schools	
Number of pupils	(approximately) 14,000

Number of teachers in private schools (1966)	
Full-time teachers	2,116
Part-time teachers	1,221
Total	3,337

Private schools in Ontario

While examining methods of organizing for learning in Ontario, it must be observed that not all children attend publicly-supported schools. Indeed, the Committee recognizes that there are more than 230 private schools in the province, providing education at various levels for almost 50,000 children. The accompanying statistics reveal the educational levels offered by these schools and the diversity of their emphases, which ranges from selectivity of affluence, religious philosophy, singular methodology, and cultural accents, to special problem areas.

Boards	1945	1955	1965	1966	1967
Elementary public school boards	684	617	940	883	777
Separate school boards	659	764	527	526	492
Total elementary	1,343	1,381	1,467	1,409	1,269
Secondary school boards	201	206	257	246	245
Gross total	1,544	1,587	1,724	1,655	1,514
Less duplicate boards of Education	118	56	51	51	48
Net Total	1,426	1,531	1,673	1,604	1,466



This is not, of course, an educational custom peculiar to Ontario, or even to Canada. In most democratic states of the world the free will of the people in educational pursuits is reflected in a variety of approaches to school learning. Many of those who favor the existence of private schools defend them on the ground that their presence enhances rather than detracts from the vigor of the publicly-supported system. Others are equally strong in the belief that private schools, because of their selective nature, weaken the public system.

The issues are far from simple, and their historical roots and present-day ramifications are exceedingly complex. In briefs presented to this Committee, requests ranged from the need for per capita grants or special subsidies to the promotion of specific teaching techniques. Recently, 19 independent schools joined in a presentation to the Minister of Education, requesting financial assistance.

The Committee, with the information and resources at hand, felt unable to reach clear-cut decisions in this area of education. However, it recommends that the Government give early consideration to setting up a select committee of the Legislature to study this matter in depth. It is hoped that the study will be conducted in the spirit of this Report, which places its emphasis upon the quality, diversity, and accessibility of educational facilities; the need for qualified personnel; integrated services; and the recognition of the individuality of and concern for every child in Ontario, to the end that equality of opportunity is a reality in education.

Research in education

In the present climate of change and of discontent with tradition, no one responsible for public education can afford to overlook the role of research. New needs, new ideas, new pedagogical insights, and new technological tools crowd the learning horizon. Many of these demand immediate attention; others suggest the need for thorough and patient investigation; all require continuing pure research, accompanied by practical experiment. Such a range of research should involve the skills and knowledge of a variety of professionals, including experienced educators, to evaluate current practices, test the validity of learning theories, probe the unknown, and point the way to new concepts and possibilities.

Much pertinent research and theorizing is already being done at many Ontario university centres in the fields of psychology, sociology, philosophy, biology, anthropology, urban studies, mathematics, and other disciplines. In too many instances, however, the findings have not been communicated to the broad field of education. Part of the reason for this may lie in the fact that faculties of education, reinforced by graduate studies focussing on educational problems, have been slow and limited in development in this province.

The Committee has examined the Ontario Institute for Studies in Education, known as OISE, which now carries a monolithic responsibility in the areas of educational research, curriculum development, and graduate studies in education, the last mentioned being carried on in close relationship with the School of Graduate Studies of the University of Toronto. To carry out its responsibilities, the Institute has gathered academic staff representing many fields of study related to education, including historians, philosophers, psychologists, sociologists, and specialists in computer applications, testing, and educational planning.

OISE, which was created by the Ontario Legislature in July 1965, is unique among North American educational institutions in the breadth of its program, its multi-disciplined personnel, the extent of its financial subsidy, and its high degree of autonomy. In the words of its Director, in his 1966-67 Annual Report: "[The Institute's] role is essentially the role of an innovator.

The Institute is designed to recommend and help make changes in our schools, so that what is taught and how teaching is carried out, consistently reflect the most advanced thinking in education . . . to keep the education system moving ahead at the same accelerated pace as the society it serves."

The Committee was impressed by the personnel resources of OISE—not only for research but also for teaching in graduate courses. It is the only centre in Ontario equipped at present to offer a wide variety of courses and advanced work leading to doctorates in education. Several qualifying observations may, however, be made:

1. Colleges or faculties of education engaged primarily in the pre-service preparation of teachers in several Ontario universities should also be able to introduce graduate programs leading to a master's degree. The scope of their offerings would be limited at first but would broaden as their resources increased. The opportunity to teach one or more graduate courses is a strong attraction to scholarly applicants for positions on the staff of a teacher education institution. The combination of pre-service and graduate programs also makes it possible and economical for a member of the faculty to do all his teaching in the subject or area in which he is best qualified. Finally, a graduate department in education establishes a link between the faculty of education and other graduate departments in the university, and helps to improve the status of education in the academic community.
2. The Committee raises the question of whether research and training centres should become directly involved with full-scale provincial policy-making or implementation of educational policies. The Department of Education, operating on behalf of the people of Ontario, is the policy-making and directional instrument of the government on educational matters. The Committee does not consider research centres as being primarily



concerned with the promotion of specific products or techniques; it regards their basic purpose as fourfold: to seek truth, to further research, to share their findings with workers in the field, and to offer inspiration to others to do the same. The Committee recognizes that our society needs intellectual architects, visionaries, and planners, along with vigilant, objective critics to assess periodically the state of education in the province. It is the belief of the Committee, however, that research centres, faculties of education, and in fact all centres of learning, should be free to carry out their responsibilities, unencumbered by province-wide implementation operations. On the other hand, educational authorities should be free to choose to implement or augment those aspects of a proposed educational program which they consider applicable, timely, and meaningful in teaching the children in their jurisdictions, and to reject or ignore other aspects if they so desire.

3. OISE is a provincial resource of first magnitude, but, as already suggested, it should not have, or be given, a monopoly either in educational research or in the training of graduate students in education. There should be co-operation in these respects with universities in the province. Educational researchers should have easy communication with OISE staff, and should have opportunities to participate actively at committee levels in discussions on such subjects as the selection and co-ordination of materials for publication, dissemination of information, educational workshops, use and regionalization of computers, educational television, and other topics of province-wide concern.

4. The Committee recognizes OISE as an official research centre in which testing is a legitimate area of exploration. However, the developing role of the Institute as an official organization giving tests to substitute for the Grade 13 examinations is felt to be undesirable. Such a role clouds the organization's image as a research centre. More seriously, the depersonalized nature of these tests may be inflicting serious harm upon many of the young people subjected to them.

While the Committee is sympathetic to the difficulties of Ontario university registrars, who no longer have the traditional Grade 13 matriculation marks to build upon,

it feels that the hazards and limitations inherent in assessment of students by large-scale, multiple-choice, computer-scoring achievement tests must not be lost sight of. Such tests provide a crude instrument which penalizes and obscures depth, subtlety, and creativity in the respondent, and the classifying of students by such tests can be, at best, only rough and superficial. The detection and evaluation of other than superficial ability is an art, demanding time, insight, taste, and knowledge.

If, as the Committee recommends, our children are taught to think for themselves, to form opinions on what they learn, and to support ideas in one field of study by exploring their relationship to concepts in other fields, then rigid, multiple-choice tests electronically scored could be extremely frustrating to them. In a learning program which stresses individual growth, such mass-produced, multiple-choice tests should be handled with extreme caution.

5. In its examination of OISE, the Committee experienced some concern about the apparently unrelated and unrooted nature of the Institute. In some instances it gave the impression of operating in isolation, almost overburdened by the weight of its yoke of autonomy and freedom. It is obvious that lines of communication seriously need to be established between OISE and various levels of the Department of Education. In many instances the future plans of both are obviously merged in purpose, yet are unshared. Their efforts could easily overlap, create confusion of roles, and eventually hamper the development of the plans of both and arouse unnecessary tensions between them.

A similar point was made by Dr. W.G. Fleming in 1966, in an address on *Rational Strategies for Educational Change*: "A successful collaborative arrangement involves shared determination of goals, a voluntary arrangement for joint consultation, and a mutually acceptable distribution of power and responsibility. Both sides must fluctuate from the role of giver to that of receiver. With-

out such co-operation, research, diagnosis, and recommendations for change can only increase insecurity, aggression, and resistance."

OISE must also establish mutual communication with all Ontario universities and with future faculties of education. Moreover, means must be found to involve educational practitioners in the field as important members of the educational team. The basic concept of OISE is realistic, exciting and important. The Institute must not be allowed to languish in isolation or become sterile from indifference.

An Advisory Council

Any system providing for public education must be sensitive to the needs and aspirations of the people that it serves. Formally, this sensitivity is sought through local trusteeship and the Minister of Education responsible to the Legislature, and the Committee does not question this approach to education. It does observe, however, that the increasing complexity of both the organization and the operation of educational facilities makes it imperative that there be a continuing examination of the educational resources of Ontario and a maximum degree of public interest in the educational process.

These two imperatives might well be met by the establishment of an autonomous council representative of public and professional interest, whose primary function would be advisory. The council would evaluate the effectiveness of existing facilities, and propose the extension or the establishment of new institutions or programs as might be indicated by social and economic trends or the demands of public opinion. It would also study the numerous proposals emanating from individuals or groups, to bring to bear a broad spectrum of judgment on which to base decisions by government or other bodies.

Such a council should be established by legislation, reporting to the Legislature through the Minister of Education, and should be adequately supported by an independent budget appropriated annually.

It should report to the public at large, in the manner of the Economic Council of Canada. It should be empowered to commission research when such might be more economical or efficiently conducted by others. It should have the right to initiate investigations within its specified terms of reference, and to accept commissions from the Minister or the Government to conduct whatever surveys or investigations might be required in the field of education.

The continuing structure of such an agency might include a full-time chairman and two associates, appointed for a specified term of years, possibly seven; this term might be renewable for a further half term, if such an extension was felt to be desirable. There might be a part-time council of about 12 representative persons, of whom nine would be citizens without formal connection with education, and the other three would be persons with direct experience in the educational process,

probably at different levels. Appointment should be made by the Lieutenant Governor in Council, with the 12 part-time members selected from small panels of names proposed by appropriate civic bodies. Per diem expenses should be paid, but meetings need not be frequent except when a major inquiry is being conducted. It is essential to the working of this program that the council not be dominated by partisan appointees or by professional educators.

It is to be assumed that the proposed educational council, in addition to its continuing survey of social needs and educational effectiveness, would from time to time conduct general inquiries similar in form and purpose to those ordinarily assigned to Royal Commissions or Minister's Committees. It should be empowered according to the provisions of *The Public Enquiries Act* to ensure maximum efficiency and public respect.

The council would naturally turn to the Ontario Institute for Studies in Education for major assistance in the field of research findings and expertise. The Ontario Educational Research Council and the Canadian Council for Research in Education would be further sources of useful information.

In summary, such a council should be a major policy advisor to the Legislature, the Minister, and the Department of Education on all matters of education in the province, excluding the universities. Consideration might be given at some time in the future to the merging of the functions of the provincial advisory council and the Committee on University Affairs, in some way designed to ensure the co-ordination of educational policy while at the same time preserving university autonomy.

The Federal role in education

Although education is primarily a provincial field, federal responsibility is established in some areas.

The education of Indians and Eskimos has been the responsibility of the Federal Government, and a significant educational administration has developed in the Northwest Territories and the Yukon Territory. In each province various co-operative arrangements for the operation of Indian schools have been made with the provincial Departments of Education. In Ontario, this co-operation usually takes the form of supervision by provincial officials and the use of Ontario courses of study and curriculum materials.

The Federal Government operates schools under the aegis of the Department of National Defence. In Ontario such schools are located on military bases. In schools serving Canadian military bases in Europe the Ontario curriculum is generally followed. The Federal Government also operates a variety of other specialized educational institutions, such as a fisheries school in Newfoundland and the Royal Military College at Kingston, Ontario.

In addition to these established responsibilities, the Federal Government has become involved in a number of other educational areas.

A most significant role played by the Federal Government in provincial educational affairs has been in the area of vocational education. Since shortly after the First World War, federal funds have been made available to the provinces for vocational training. Most recently, a Federal-Provincial agreement has resulted in the massive program of technical and commercial school building which has increased the accommodation in such schools from about 90,000 in 1961 to the present total of approximately 230,000. Although this Federal-Provincial agreement was terminated in 1967, it is an interesting example of federal influence on education. It is the opinion of the Committee that it had the desirable effect of making it possible to provide greater opportunities for students in an area in which the various provinces had not shown initiative prior to federal involvement.

It now appears that the Federal Government, through its national responsibility for communications, is about to assume a major role in educational television. In this respect, the Committee supports the view that federal

involvement should be restricted to the provision of facilities. Program content and production should remain in the provincial domain.

The likelihood of the establishment of some form of national office of education is increased by the recent formation of a Council of Ministers of Education. It is the opinion of the Committee that this is a useful, indeed, necessary, part of educational development in Canada. A national office would expedite communication of needs and inform the provinces of worldwide trends in education through more direct and formal relationships with countries overseas and with such agencies as UNESCO. It could serve as a forum in which discussions could be held concerning such problems as the total needs of students of all ages, and could make possible balanced distribution of federal funds to meet such needs instead of the present specialized distribution of funds for vocational purposes, university subsidization, manpower retraining, and so forth. If such an office were developed, it could serve to provide the provinces with greater control over the distribution of federal money, since the allocation of funds would be based on needs as seen by the provinces, rather than on needs identified at the federal level.

Of all public exercises, education can least afford to have its spirit dampened by bureaucracy. By its very nature, learning is the antithesis of the rules and regulations of uniformity. But if administration seems sometimes to curb the right to learn freely, it is also the guardian of that right. The organization and administration of educational services is one of our most difficult and pressing tasks. Properly envisioned and skilfully formed, the 'bureaucracy' of education can become an example for others to follow. Stripped of its outdated functions and staffed with highly qualified, imaginative people, sensitive to the complex needs of a profoundly changing society, the Department of Education can offer the high-level performance that such a government service requires. More than that, it can, through the able dedication of its officers, guarantee to every Ontario child access to the learning that will satisfy his individual needs and the demands of the future.



Educational problems are seldom static. As societies develop, different issues emerge to invite solution. Old problems take on new meanings, and demand new solutions. Other problems, often only superficially new, are solved with insights gained through years of experience. Old or new, today's educational problems reflect the accelerated tempo of change, and are influenced by pressures for short-term, flamboyant results. Yet the fundamental issues which underlie such problems are rarely resolved by abrupt attack. They require wisdom, understanding, and the patient probing that can come only from long-term commitment to educational improvement.

Here, then, are the major issues relating to educational change that have emerged from the Committee's study. They are not offered in order of priority, either of time or of importance. Some will require broad, strategic designs for change. Others will respond readily to specific techniques of implementation. All deserve the serious attention of those responsible for education in Ontario.

Child-centred emphasis

One of the fundamental issues facing Ontario schools is the shift of focus from structured content to the child, or young person, as an individual learner. The change, already well under way, has many ramifications. The graded system, as a succession of achievement levels, will be abandoned in favor of continuous progress by the pupil—progress at his own rate in the various types of work, study, and activity appropriate for the school. The concept of passing or failing and of being promoted or made to repeat a year will disappear. What confronts the learner will not be exclusively or mainly subject matter prearranged to meet requirements of adult logic, but opportunities to pursue with zest what he can appreciate for its interest and value in the vibrant world of today. The schools that we envisage will give every pupil an opportunity to participate in selecting and planning his own studies.

Innovations like these confront us with questions and problems that have no ready-made answers or solutions, such as: How can we ensure systematic learning

in school in an environment of freedom? How can a highly-organized system, steeped in traditions of order, change its form from prescriptive to permissive? What about orderly sequence of subject disciplines? Will mastery of content be sacrificed? Should not the young be taught what is good and what is bad, what is right and what is wrong? Granted that the principle involved is desirable, are teachers prepared to change direction, and is the public ready to accept the change?

The truth is that we have today no choice but to accept the fact of change and its implications for education. Until perhaps two hundred years ago people could take it for granted that the physical environment would remain very much the same during their lifetimes. Under such circumstances it was obviously proper for an experienced adult to transmit to the child an abiding social heritage and to teach the child to live in a world that would undergo no great change in the foreseeable future. But change, slow at first, has accelerated to a speed which is now bewildering to many adults. Although it would seem to be a paradox, the young may now be more at home in society than their elders, who might prefer something less unsettling than the dynamic, continually changing environment of 1968. Certainly the old prescription for education, requiring doses of content to be administered by adults to acquiescent children, is open to question.

Emphasis upon the needs and interests of the individual child is the very essence of this Report. This is the basic issue which will have to be interpreted to educational practitioners and to the supporting public. Fragmentary action programs already surround us on every side. The real goal will be reached when our social philosophy cherishes children and we act accordingly.

Teachers and technology

At this point it may seem trite to say that learning is an intensely human experience, and that children have a right to the illuminating warmth of stimulating teachers. All dreams of educational excellence will come to nothing without good teachers. Every effort must be made to give teachers the means and the recognition through which they may become truly professional. For this and other reasons, the Committee is insistent that every teacher must have a longer and broader pre-service education, general and professional, at university and leading to a university degree. But teachers must also be human to their fingertips. A barely perceptible touch of sympathetic understanding at the right moment may be of tremendous importance to a sensitive child.

Although it is of secondary importance, the hardware of the new technology demands attention and study. A great array of equipment is now available, and teachers must be well-informed, selective in acquiring what they need, and ready to use various devices, or have pupils use them, when they are advantageous. Such materials should be conveniently accessible in school, or, if expensive and elaborate, in local resource centres. Hardware which can be used often and effectively as an aid to learning should be regarded not as a luxury but as standard equipment for schools. Special study should be devoted to ways of utilizing the services of the computer in a co-ordinated and systematic manner throughout the province.

With the advent of new, highly sophisticated educational materials and devices produced for massive international markets, a further problem presents itself. How can the production of materials peculiar to Canadian needs be assured in the face of such overwhelming competition? Certainly it is desirable that teachers and students should have access to the best possible aids to learning, regardless of origin. At the same time, the preservation of a Canadian identity is largely dependent upon the preservation of Canadian creativity and the dissemination of indigenous knowledge. The issue, therefore, goes beyond educational needs; it extends to the roots of our economy and our culture.

Communication

Emphasis has been placed in this Report on various aspects of communication. These include use of the vernacular—ordinarily English, but in some places French—as an essential means of instruction. English is, of course, a language necessary throughout nearly all of North America and useful in most Western countries. But since French is also a native language of Canada, the teaching of conversational French in Ontario to English-speaking children, and English to French-speaking children, becomes an educational issue. It must be admitted that the North American environment has not encouraged linguistic ability beyond the vernacular among English-speaking people. Still, there is a strong conviction that bilingualism is necessary to preserve and strengthen our national unity. The schools of Ontario must therefore play their part with a will to achieve these goals.

There are other means of communication besides language, and in these, as within one language, there are differences of usage and format which make it difficult for some groups of people to speak to others. In mass media and the arts, and sometimes in language, what is pleasing or significant to the young may be distasteful or meaningless to the old, or vice versa. Children from homes or environments outside the middle class culture may be unable to understand and appreciate what goes on in school, and the school may have a similar difficulty in communicating with their parents. The Committee has tried to make helpful suggestions and recommendations in relation to these and other problems—for example, the study of communications media and the reporting of pupil progress. But if we really wish to communicate, most of us might with advantage think less of our own volubility and more about the impression received by others when we speak, write, teach, or use mechanical media. Teachers and parents are now competing with professionals in communication when they try to hold the attention of the young.

Ontario is also the home of children newly arrived from a wide variety of other lands. Every effort must be made to make them at home as early as possible in the language of their school. This can be done without discouraging retention of their mother tongue, if it is spoken in the home and if the children are disposed to

continue its use. The school can also help children to retain interest and pride in the customs of their homeland by encouraging them to share their special knowledge with others in the school.

An important issue emerges in connection with new methods of data processing and information retrieval. Facts about a pupil, measurements of his performance, and even judgments regarding his character and potentialities may be recorded and stored. Such records should be treated as confidential, so that private information is not released or used without consent of the individual concerned. The possibility that information about a person may prove damaging is not to be treated lightly. Who knows what category of people might be segregated for special attention in an unforeseeable future, merely on the basis of the cards spewed out by an electronic sorter? Yet, data of this kind are valuable for research; ways must be found to utilize them while still guaranteeing the protection of the individual.

Equal access to education

A fundamental concern for equality of educational opportunity has been expressed throughout this Report. The Committee makes no plea for identical opportunity. It insists, rather, that every child have a right to the best possible learning experience commensurate with his needs, abilities, and aspirations. In the past a major obstacle to this has been encountered in sparsely settled rural areas. In such areas it is hard, for example, to provide at a convenient distance every service a young child may need, and harder still to offer a truly comprehensive program for older pupils. The Department of Education is to be commended for its efforts to cope with this problem, including recent legislation to establish much larger units of administration.

No avoidable barrier should block any young person's access to the higher reaches of education, including college and university. First, this means that virtually all pupils should complete twelve years of schooling after kindergarten.

The Committee has described a curriculum which should have continuing appeal even for those who have

been impatient to leave school. Second, by virtue of what has been called an open-door policy, it must be possible for young people to qualify for admission to university, even at a late stage in their schooling. The Committee has described curricular arrangements under which pupils retained in school by intriguing opportunities for general education can adjust their individual timetables during the last two or three years to fulfill university entrance requirements. Third, for those aspirants who still lack complete university entrance requirements at the end of the twelfth year, there should be make-up and academic-orientation courses in what have been called Colleges of Applied Arts and Technology. The Committee would like to have these institutions evolve quickly into junior colleges of the type now found in the United States, especially in California. Such junior colleges offer not only practical and technical education, but a program of academic courses adequate to enable the student to cover an equivalent of the first year at university, usually without loss of time. Needless to say, this decentralization makes access to at least a beginning of higher education more convenient and economical for students who live at some distance from a university.

With regard to practical education, this Committee deplores the persistent notion that anything related to manual and technical skills is necessarily second-rate as compared with purely intellectual studies. Unfortunately, in practice, children of lower income families tend to enrol more often than others in vocational subjects. This must no longer occur through force of economic circumstances. Pupils must be able, regardless of social or financial position, to choose studies or courses in accordance with their interests and aptitudes. Some pupils feel more at home in practical courses where they are taught limited skills to increase their capability. But students with excellent academic ability may reasonably prefer to engage largely in general courses with technical or other vocational orientation, and to get specific training for skilled work later. At school they should receive accurate and objective information on alternative careers, but no biased suggestion that they are choosing a less desirable type of education.

Industry has a role to play in practical and technical education—chiefly in completing the training of the student with instruction in the requirements of a particular job. It should also be possible for young people to earn and learn by working and going to school concurrently. For some pupils who, in spite of everything their teacher can do, have no desire to stay in school, industry may offer the best solution.

There are other issues related to the extension of school experience. If such accommodation is afforded the student, then program, entrance, and graduation requirements must become much less rigid and selective. Ways should be found to encourage the student who has dropped out of school to return if he so desires. The flow from school to community college must be without interference, and academic requirements should not close the door. Colleges must offer a wide range of courses in technology and the arts. Those students who find at the community college a new interest in university studies, or a newly awakened capability, should find the doors of the universities open to them.

No student in good standing in this province is now denied free access to schooling, up to and including what is now the public secondary school level. Beyond this point he is obligated financially, to a greater or lesser degree, depending upon the nature of his higher education. To assist him, a number of bursary, scholarship, and loan arrangements are available to those who qualify. The issue that emerges here is directly related to the principle of equality of opportunity. Since community colleges and universities are public institutions of higher learning, one may reasonably ask whether all Ontario citizens should not have access to such institutions without financial obligation. After due consideration of alternatives, the Committee decided to recommend, as an initial step, that education in any public institution should be free for one year after the end of the

K-12 program. This recommendation is not so radical as may appear at first glance. A large proportion of the cost of further and higher education is already borne by the Province, so that the additional cost from the abolition of fees for the first year of tuition would be relatively small. On the other hand, the student has much more to pay than fees—board and lodging, personal expenses, and the loss of what he might have earned if gainfully employed.

That there is a need for opportunities in the field of continuing education is already an accepted fact; offering individual satisfaction as well as public return, adult education and training are demanding increasing public financial responsibility. The provision of job re-training opportunities and new career development requires that the doors of education be open to every adult who has a desire to enter.

The Committee hopes that the proposed Ontario Commission on Higher Education will give special thought to all educational facilities beyond the K-12 program, with a view to retaining geographic and financial accessibility, as well as the flexibility and variety which have been stressed in this Report.

Economic implications

The Economic Council of Canada has repeatedly stated that money spent on education is a sound investment. The Committee supports this view, and is neither dismayed nor surprised by the fact that in the last decade the costs of education have steeply increased. What has been accomplished in meeting the needs of a rapidly growing population at all levels of education is a remarkable achievement.

The issue here is not only the cost of education but the delineating of financial responsibility. Local taxation has risen to a level that imposes a visible and excessive burden on the homeowner and indirectly inflates the cost of renting an apartment or other residence. Should this burden be reduced by further provincial subsidies to local taxpayers or to municipalities for general purposes? Alternatively, should a larger share of the cost of education, or even the whole cost, be assumed by the Province?

Many professional educators believe that local interest in education can be sustained only by some measure of financial responsibility. They recall that the common schools of the province, and subsequently the public and separate schools, were originally set up by the people locally, and they are fearful that the schools will lose their local characteristics if the Province assumes the whole cost of education.

Others contend that 'money is power' is a folklore equation which must not be allowed to govern fiscal arrangements. They contend that the burden has become so great that new sources of revenue and new forms of taxation must be found that will reflect education as a provincial investment while protecting local prerogative and interest. They argue further that raising the level of education for Canadians, of whatever province, represents a national gain, and that federal financial commitment to education by direct subsidy, tax sharing, or whatever method, should be sought.

Obviously, this is an important issue. The Committee has recommended a search for new ways of financing education.

Planning, research, and development

Education is now an enormous undertaking which requires the services of a large number of specialists in planning, research, and development. There is danger here. When the province and its educational system and its schools were small, a teacher could more easily think of himself as an individual with work of his own to plan, manage, and perform. But size and complexity have increased the risk of bureaucratic control. It is therefore essential that planning, research, and development should be widely and truly co-operative. Everyone in a key position, from the Deputy Minister to a school principal, must encourage those associated closely with him to take an active part in decision-making. We cannot reasonably expect the schools to educate for democracy if the school system is not democratic in all major operations and departments.

In education there is need for research of various types and magnitudes. There is a tendency to think only of experimental and statistical studies as worthy of the name. But important as that type undoubtedly is, there is value in knowing what has been tried before and why it was adopted and retained or discontinued. Again, it is a professional obligation to know what is currently being done elsewhere, at least in one's field of specialization. For projects of considerable magnitude, only the Ontario Institute for Studies in Education has in this province the necessary resources at present; but the faculties of education the Committee hopes to see established in several universities should also be able to engage in major research

Investigations of intermediate size can be undertaken by sections of the Department of Education, school boards of large cities, and the teachers' association suggested by this Committee. Studies of limited scope, largely of the type called action research, should be carried on continually throughout the province by individual teachers and groups of teachers. It augurs well for education in the province if there is a lively interest in research at all three levels of scope and magnitude mentioned above.

Only two observations will be made here regarding development, which is, of course, linked to research and planning. The first is that developments in education must be based on foresight, and must not, as too often in the past, be desperate and belated attempts to grapple with a crisis. One lamentable example of this kind was the last-minute resort in several provinces to short-term emergency courses to recruit and train teachers. From almost the beginning of the Second World War, educators at the annual conventions of the Canadian Education Association forecast the shortage of teachers that was coming. After the war, committees of the Association made a two-year study and published a report to show how a supply of adequately prepared



teachers could best be assured—but to no avail. Admittedly, a low birth rate before the war and a high birth rate after, made the recruitment of teachers a difficult problem. Even so, it is no reason for pride that Ontario has been so slow in making the improvements in teacher education that would attract a larger number of capable applicants. The 1966 report of a committee on teacher education, recommending university education for all teachers, was widely endorsed but has not yet been implemented. It will continually be necessary to avoid other crises by planning with foresight.

The second observation applies to research and planning as well as to development. In any administrative organization there should always be a willingness to reappraise. There is a tendency for organizations to stray from their standards, and the dream behind the original institution may be lost. The same susceptibility to formalism applies even to new educational ideas which a teacher may adopt. At a time around 1800 when children in school were required to memorize words which had no meaning for them (the spelling of words and their significance defined in other meaningless words), the Swiss educator, Pestalozzi, had his pupils observe, examine, and get to know a thing before he told them the word used to name it. This enlightened practice spread to other schools and came to be called 'lessons on objects.' But the practice fell victim to formalism, and in a very short time young children in England and elsewhere were defining 'horse' as 'herbivorous quadruped' and classifying coal as 'bituminous or anthracite' without understanding what they were repeating by rote—just as before. The same crystallization of a lively idea into a rigid and deadening form could occur today when the ungraded school or team teaching, for example, are adopted. In every aspect of education, from administrative organization to arrangements for learning, there is constant need for evaluation of effects produced. The spirit of flexibility, freedom, and creativeness must continually be cultivated, reviewed, and renewed.

Conditions and prospects today

No longer is the philosophy of education merely a textbook subject. Teachers have begun to think for themselves about education and to define their own goals. In their day-by-day contacts and dialogues with pupils, teachers appraise and modify the whole educational process and evaluate their own growth as well as that of their pupils. The old practice of sitting aloof to mark papers and donning the mantle of impersonal authority to assign achievement marks is dead. Parents, too, realize what education means and now know more about the educational process. In interviews with teachers they are preoccupied not with the rating of their offspring in various subjects but with the young child's interest and happiness in school and with the older child's ability to take charge of his own affairs and to co-operate with others.

Today's school is not a mirror of the past. It is the present in action and a beacon for the future. There are good teachers who are alert, up-to-the-minute, and prepared to face the issues of our time. They make every attempt to inspire children to reach out for facts, to weigh information, and to test the applicability of theories for themselves. Among somewhat older pupils such contemporary events and developments as riots, wars, rebellions, drugs, violence, and changing values should be openly discussed in school, so that young people can learn how to apply objective methods in approaching everyday problems that confront them. Teachers are eager to be honest and frank and to help pupils in teasing out a problem, in seeking relevant information, in finding their own solutions, and in discovering ethical principles for themselves.

Children in school today are stimulated to interest themselves in their own community, their country, the United Nations, and the world community. They become aware also of unrest around the world and of such helpful guideposts as the human rights charter for all people. Older pupils may learn how to attain unity and retain diversity in our own heterogeneous society and to compare our values and goals with those of a country largely homogeneous in population. Pupils may also become at home in the realm of ideas and ideals. Each may be inspired by a vision of greatness, moved to compassion, made firm in commitment, and become accustomed to value learning as a life-long pursuit. These things do happen—but not by virtue of any such standard formula as dogmatic teaching of structured subject matter interspersed with exhortation. They happen because we have teachers with the insight and subtle skills of professional educators, teachers who are sensitively aware of those factors that foster or impede learning by the individual child.

Children born since 1945 have already experienced several major revolutions, created by discoveries concerning the atom, space, the computer, the biological-genetic breakthrough, the surgical transplant of human organs, and the new theology. Taking major accomplishments as a routine of human life, sensitive young people grow restless and uncomfortable when they see unsolved problems around them. Can we, who are older, keep up with the young? In education, above everything else, it is essential that we do.

It really depends upon us to decide what kind of educational experience we want for our children. If we want to make the world a better place in which to live, we have the power to do it. In such a world, the individual will find self-fulfilment. This is the goal of education.



A parting word

Our work has been an exercise in group dynamics. The Committee was drawn from many walks of life and many backgrounds. Each member brought to the conference room his or her individual ideas, yet in the end a common opinion emerged without the sacrifice of principle by anyone. This was achieved by adherence to the overriding conviction that the child as a human being and as a learner must have precedence at all times. Thus, in our search for the means whereby this conviction might be realized, our individual views and aspirations found a common base in a child-centred continuous program of learning by discovery, which would bring the child to the realization of his full potential. The child and the adolescent brought us together in the knowledge that we had been given the great responsibility of having a hand in fashioning the future of Ontario's children.

We have been conscious all through our work of the great cost of education to Ontario. We are aware that our recommendations entail increased expenditures in some areas, particularly in teacher education and lower pupil-teacher ratios. But in other areas, substantial savings may be anticipated as a result of co-operative action, the integration of services, regionalization of efforts, and careful planning. Money spent on education is an investment which will pay dividends throughout the life of the pupil. But the quality of the educational endeavor cannot be calculated in terms of money spent, nor should the economics of education be the sole determining factor. Of even greater consequence is the fact that it will give our province and our nation an educated citizenry, maturing culturally in a physical setting that is unexcelled elsewhere.

In the course of our investigation we ranged widely, both in terms of educational practices and of the systems to be found within and beyond the boundaries of Ontario. While we were primarily concerned with curriculum, we concluded early in our operation that a curriculum can not be formulated in a vacuum. It must exist in an educational system which permits it to function in circumstances of freedom and equality of opportunity for all. We determined, therefore, that the school system as a whole was relevant to the subject of Aims and Objectives; that the aims and objectives we envisage for education in Ontario can be attained only in a school system designed specifically to meet the needs of the time and the inalienable right of all Ontario children to the best education possible within the limits of their abilities.

We were encouraged in our decision to undertake this wider and deeper examination by the Minister of Education, the Honourable William G. Davis, who sustained our efforts with the necessary budgetary arrangements, supported us by his own broad vision of education, and accorded to us complete freedom to probe as deeply as the importance of our work appeared to require.

We now relinquish our task, conscious that the broad design for education which we have recommended may be found to be inadequate by some and unsatisfactory by others. We trust that this Report will be studied as a whole, and viewed as such, and not as a collection of unrelated topics. Our dominant aim throughout has been to see and to delineate education as a complete and integrated endeavor for the children of Ontario—the children who very soon will have committed to them the responsibilities of adulthood and the destiny of a province in a united Canada, her citizens in harmony from the Atlantic to the Pacific, and at peace with all peoples. In this setting of unity, harmony, and peace, the educational endeavor will flourish and truth will make all men free.





RECOMMENDATIONS

The recommendations submitted with the Report are in great variety. They range from simple to complex, and from those requiring immediate action to those requiring long-term considerations. No attempt has been made to separate the minor from the major, or to establish a priority for action. They appear in logical sequence in sections reflecting the main body of the Report.

In order to locate the recommendations more specifically, the Committee presents them as suggested solutions to problems arising from the Report, and directs them to the appropriate body for consideration and action. In some cases, these appropriate bodies themselves depend for their existence upon recommendations. The Advisory Council and school committees are examples of such new bodies. This, of course, should not imply that action should be delayed until these bodies are created. Rather, it is hoped that action will be taken by the pertinent authority now existing. For example, 'Faculties of Education' properly refers to these institutions as they are recommended here. But the term also applies to existing teachers' colleges and colleges of education. Similarly, the term 'Teachers' Association' refers to official teacher organizations in existence as well as to the new organization that may emerge as a result of certain recommendations.

It should be noted that although the recommendations are numerous and varied, they all are embraced by an overriding concern for a total child-centred program of educational opportunity. This is the context in which they are offered and in which they must be read. All of them are designed to support the one fundamental recommendation of this Committee:

Establish, as fundamental principles governing school education in Ontario,

a) the right of every individual to have equal access to the learning experience best suited to his needs, and

b) the responsibility of every school authority to provide a child-centred learning continuum that invites learning by individual discovery and inquiry.

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THE LEARNING PROGRAM

What should be the organization and extent of the school's learning continuum?

Organization

1. Establish a continuum for public education consisting of a minimum of kindergarten and 12 additional years.
2. Phase out the Grade 13 year, and absorb its curriculum areas within the 12-year continuum as quickly as possible.
3. Eliminate lock-step systems of organizing pupils, such as grades, streams, programs, etc., and permit learners to move through the school in a manner which will ensure continuous progress.
4. Remove horizontal and vertical divisions of pupils, such as elementary, secondary, academic, vocational, and commercial.

Department of Education

Department of Education

School staffs

School staffs

How can the curriculum be organized to provide a maximum degree of unity to learning experiences?

5. Organize learning experiences around general areas, such as Communications, Environmental Studies, and the Humanities.

Department of Education
School boards
School staffs

The learning experience

How should content be related to the learning experience?

6. Treat the content for learning experiences in the primary years as a single entity with emphasis on Communications, particularly with regard to speaking, listening, reading, and writing.
7. Continue to emphasize the skills of communication during the junior years, gradually introducing experiences that will lead to an understanding of the interrelatedness of knowledge.
8. During the intermediate years, permit integrated and exploratory characteristics of the primary and junior years to evolve into patterns of learning which will reflect the emerging structure of the various disciplines.
9. Use theme-oriented approaches in the senior years.
10. Design the senior years of schooling to accommodate the different needs of students by offering a wide variety of courses open to all pupils without restriction by year or arbitrary sequence.
11. Encourage the reorganization of subject disciplines to enhance their applicability to the areas of emphasis recommended above.

School staffs

School staffs

School staffs

School staffs

School staffs

School staffs

*The recommended solution**For action by*

12. Make the choice of options in the senior years a reality by:

- a) permitting pupils to take any course for which they are qualified in any year;
- b) employing computer facilities on a co-operative basis which will individualize pupil-teacher scheduling;
- c) eliminating separate streams or tracks of organization.

School staffs

13. Provide optional areas of study that will permit greater freedom of selection without jeopardizing access to subsequent courses at higher levels of education.

School staffs

14. Include among the options offered to senior pupils, informal reading and discussion units related to psychology, philosophy, economics, politics, sociology, and other areas of general interest.

School staffs

15. Place training programs for specific types of employment in post-school institutions.

Department of Education

16. Include among opportunities for general education in the senior years:

- a) studies designed and undertaken by individual students or groups of students in consultation with the teacher;
- b) courses related to academic disciplines, but not rigidly structured;
- c) courses related to technical, commercial, agricultural, and other vocational skills, but not designed to train students for specific jobs.

School staffs

17. Include in the curriculum of the senior years academic disciplines at two levels of intensity if possible—ordinary and advanced.

School staffs

18. Ensure the provision of vocationally-oriented courses which will change as technology advances.

School boards

19. Emphasize the creative nature of the learning process through methods of discovery, exploration, and inquiry.

School staffs

20. Provide learning experiences which are pertinent to the personal needs and interests of the learner.

School staffs

21. Provide learning experiences that permit students to use content as a tool for discovery and exploration.

School staffs

22. Develop skills in research, organization, and deduction throughout the learning program.

School staffs

23. Encourage the introduction of new study areas that reflect current cultural interests or needs.

School staffs

What learning experiences should be provided by teachers to satisfy individual needs and foster excitement in learning?

<i>The problem</i>	<i>The recommended solution</i>	<i>For action by</i>
What steps can be taken to extend the learning experience beyond the school?	24. Encourage students to examine and discuss contemporary issues and events.	School staffs
	25. Introduce learning experiences in health and recreation that are in keeping with the needs and interests of individuals in these areas.	School staffs
	26. Develop, in senior curriculum areas, learning experiences designed to assist students in their search for fulfilment in leisure and recreation.	School staffs
	27. Revitalize the study of history, particularly with regard to Canada, to the end that this subject will foster the development of healthy patriotism and serve as an aid to understanding vital issues in contemporary affairs.	School staffs
	28. Abandon the practice of assigning homework as a regular curriculum activity in favor of long-term assignments that invite pupils to make responsible decisions regarding their use of time.	School staffs
	29. Abolish corporal punishment and other degrading forms of punishment as a means of discipline in schools, in favor of a climate of warmth, co-operation, and responsibility.	School boards School staffs
	30. Provide for educational tours and field trips as a regular part of the learning experience at all levels.	School boards School staffs
	31. Expand student exchange projects which link Ontario children with children in other provinces and countries.	Department of Education
	32. Provide summer school programs in which pupils may pursue special interests and take advanced work in particular areas of interest.	School boards
	33. Co-operate with school boards and other agencies to provide natural science schools for outdoor education and the development of conservation principles.	School boards Conservation authorities
	34. Establish school hostels in provincial parks, historical site complexes, and conservation areas, which could be used to accommodate groups of children during on-the-site explorations of the area for extended periods of time during any particular semester.	Department of Tourism and Information Department of Lands and Forests Conservation authorities
	35. Utilize to a greater degree in the schools the part-time services of musicians, painters, writers, actors and composers, and others involved in the arts.	School boards School staffs Arts Council
	36. Employ, as needed, competent people to aid teachers in curriculum matters dealing with sexual ethics, physical and emotional growth, alcohol and drug addiction, and other areas of specific concern.	School boards School staffs

Topic	<i>The recommended solution</i>	<i>For action by</i>
What action can be taken to develop library services as a single, integrated force for the total community?	Library services	
	37. Enact enabling legislation which will place all libraries under the jurisdiction of a board of education in areas where the board of education and existing library boards mutually agree that this action should take place.	Legislature Boards of education Library boards
	38. Where no county or regional library exists in an area which is under the educational jurisdiction of a board of education, place the power to develop a regional library program with the board of education.	Legislature Boards of education
	39. Integrate the development of school libraries with community library services.	School boards Library boards
	40. Create local school policies which will provide greater access to school libraries in other than school hours.	School boards
How can the Department of Education best meet the requirements of film education?	41. Remove restrictions which link grant reimbursements for the construction of libraries to schools of specific size, and place all decisions regarding the need for and location of libraries with the school board concerned.	Department of Education
	Film education	
	42. Include film education as a recognized optional subject of the curriculum.	Department of Education School boards
	43. Create courses for teachers in the psychology of communications and the use of film as a medium.	Faculties of Education Ontario Institute for Studies in Education
	44. Consider audio-visual components—screens, power outlets, media stations, preparation areas, as basic elements in all school building design.	School boards
	45. Designate a staff member to co-ordinate audio-visual services within each school.	School staffs
	46. Form task force teams of educators and technicians to stimulate the development of film education in schools.	Department of Education School boards
	47. Abandon the centralized film distribution service provided by the Department and relocate the films within resource centres established in school jurisdictions and regional resource centres maintained by the Department.	Department of Education School boards

<i>The problem</i>	<i>The recommended solution</i>	<i>For action by</i>
	Language instruction	
What should be the general position of the schools in the matter of language instruction?	48. Designate French or English as the second language to be offered for study.	Department of Education School boards
	49. Extend the range of foreign language offerings to provide students with opportunities to study such major languages as: Russian, Chinese, Spanish, etc.	School boards
What approaches to language instruction can be taken to develop bilingual competency in our province?	50. Provide instruction in conversational French for all pupils during the first four years of schooling.	School boards
	51. Enable children to continue instruction in oral French after the fourth year if they have the desire.	School boards
	52. Develop methods of instruction which will individualize the French program during the remaining school years to encourage children with a demonstrated language competency.	School boards
	53. Use oral French in school French programs, at all levels of learning.	School staffs
	54. Establish French-language schools where there is a sufficient concentration of French-speaking students.	School boards
How can the techniques of language instruction be improved?	55. Increase the effective use of audio-visual technology in language teaching.	Teachers
What can be done to increase the number and quality of teachers of French?	56. Include, during the pre-service period of teacher education, instruction in oral French as a course option leading to certification.	Faculties of Education
	57. Expand the summer school training program for teachers of French.	Department of Education
	58. Make possible the immediate employment, for the teaching of French, of graduates of the Faculty of Education of the University of Ottawa.	Department of Education Teachers' Association
	59. Employ and train French-speaking citizens for the teaching of French, where such a need is indicated.	School boards
	60. Create long-term teacher exchange programs with Quebec and with foreign countries.	Department of Education School boards

Problem	The recommended solution	Responsible
Recognizing the desire to maintain a Canadian identity in education, how can the creation and production of Canadian educational materials be protected without limiting the availability of the best possible resources for learning?	Canadian content	
	<p>61. Request the Council of Ministers of Education or the Canadian Education Association to undertake a study related to the necessity for the continued availability of educational materials that provide Canadian content and orientation.</p> <p>62. Improve the communication procedure between the Canadian Textbook Publishers' Institute and responsible educational bodies in the development of educational materials.</p>	<p>Department of Education</p> <p>Department of Education</p>
How can the high quality of educational materials be developed further?	Learning materials	
	63. Establish within the Ontario Institute for Studies in Education an advisory committee representative of teachers, trustees, manufacturers, and publishers to consult regularly with the Department of Education and school authorities, to develop criteria, and to evaluate educational materials and equipment.	Ontario Institute for Studies in Education Materials Advisory Committee
	64. Establish within the complex of the Ontario Institute for Studies in Education an educational materials centre where the latest developments in educational aids, ranging from books to computers, may be viewed.	Ontario Institute for Studies in Education Materials Advisory Committee
	65. Establish, as adjuncts to the centre recommended above, regional centres for the development and demonstration of resource materials and educational equipment which would have particular application to the educational requirements of the region in which the centre is located.	Ontario Institute for Studies in Education Materials Advisory Committee
What steps can be taken by school jurisdictions to ensure an effective policy of development and utilization of learning materials?	66. Provide for demonstrations and descriptions of educational materials as part of the service of the centres recommended in 64 and 65 above.	Ontario Institute for Studies in Education Materials Advisory Committee
	67. Develop a point of view which considers audio-visual technology as a natural element of any learning environment.	Department of Education Faculties of Education Teachers' Association School boards School staffs
	68. Ensure that pupils and teachers have access to materials and resources that are current.	School boards

<i>The problem</i>	<i>The recommended solution</i>	<i>For action by</i>
What role should be assumed by the Department of Education in the development and use of audio-visual materials?	69. Create audio-visual resource centres within each school system which will produce slides, film strips, films, television material, records, overhead transparencies, and other audio-visual materials, and which will disseminate materials, provide consultative help for teachers, conduct research studies, and demonstrate new applications of audio-visual technology.	School boards
	70. Use the textbook as one source of information for students rather than as the basic organizing tool for courses for study.	School staffs
	71. Provide training for pupils in the use of technological devices which will enable them to make independent use of the great variety of materials and aids now available.	School staffs
	72. Organize one section of the Department of Education which would be concerned with all aspects of audio-visual technology including television and the application of computer systems to learning; this concern to be a research and development activity relating in turn to education centres established by school boards.	Department of Education
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Pupil evaluation		
What form should evaluation of pupil progress take?	73. Develop student learning profiles that reveal the individual progress and experience of each student throughout the learning continuum.	School staffs
	74. Abandon the use of class standing, percentage marks, and letter grades in favor of parent and pupil counselling as a method of reporting individual progress.	School staffs
	75. Abandon the use of formal examinations except where the experience would be of value to students planning to attend universities where formal examinations may still be in use.	School staffs
	76. Review the place of psychological tests, the quality of test materials, and their utilization in the schools.	Ontario Institute for Studies in Education
	77. Establish a communications pattern which will seek out and analyze seriously the frank expression of pupils' views of the curriculum.	School staffs
	78. Permit individual schools to develop their own systems of reporting pupil progress to parents and pupils.	School boards
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Innovation		
How can the development of innovative practices be stimulated and meaningfully encouraged?	79. Select schools and school divisions as demonstration schools and areas for particular projects and investigations.	Department of Education School boards

*The problem**The recommended solution**For action by*

80. Support studies of new practices in demonstration centres with augmented funding which will pay all costs of personnel and programming beyond the basic costs of education in the area in which the demonstration school is located.

Department of Education

81. Establish experimental schools.

School boards

82. Employ personnel with successful backgrounds in education and a high degree of competence in communications and human relations to serve the school systems as catalytic agents of innovative practice.

School boards

Curriculum responsibility

Who should decide what the curriculum should be?

83. Locate decision-making related to curriculum design and implementation at the school board level and in particular at the individual school level.

Department of Education
School boards

What should be the responsibility of the Department of Education in matters of curriculum?

84. Establish the responsibility of the Department of Education in matters of curriculum as that of the identification of curriculum problems, the commissioning of curriculum research, the dissemination of curriculum information, and the provision of aid and stimulation for innovative practice.

Legislature

85. Prepare and present curriculum guides as broad statements, and make the design of detailed curriculum programming the responsibility of the teachers in the schools.

Department of Education

86. Provide aids to curriculum design and planning which will assist teachers in the development of their programs.

School boards
Department of Education
Ontario Institute for Studies in Education**SPECIAL LEARNING SITUATIONS***Organization*

What should be done to improve the development and organization of special education?

87. Recognize that the provision of special educational services to meet the needs of all children is a mandatory responsibility of school boards.

School boards
Department of Education

88. Develop special education as an integral part of the total school program.

School boards
School staffs

89. Guarantee that the schools named in Recommendation 93, are open and available to all children in need of such services, regardless of place of residence, and of whether the parents of such children are public or separate school supporters.

School boards

90. Maintain detailed 'observational registers' (data banks) of prenatal and postnatal data on children, which will aid in early identification of children with 'high risk' potentiality; access to such registers to be according to carefully prescribed procedures which will reflect their confidential nature and control their availability.

Department of Health

<i>The problem</i>	<i>The recommended solution</i>	<i>For action by</i>
	91. Design an organizational model for special education within each jurisdiction which will provide for clinical services for diagnosis and assessment of children of pre-school and school age, and counselling services for parents and teachers.	School boards
	92. In areas of the province where circumstances so dictate, effect joint school board agreements to establish special education services, including those schools named in Recommendation 93 below.	School boards
	93. Place all schools for special education, including residential and day, regional, and local, within the jurisdiction of the school board area in which they are located.	Legislature
	94. Establish, to the extent that viability can be maintained, a number of small residential schools throughout the province for those children whose handicaps are so serious as to require such services.	Legislature
	95. Encourage, to the greatest possible extent, involvement of children in residential schools with the programs of regular schools of the community in which the special schools are located.	Department of Education School boards
	96. Place schools for the trainable retarded under the jurisdiction of each board of education with guaranteed freedom of access for all retarded children in the community.	Legislature
	97. Establish full funding for the schools named in Recommendation 93 above as a Provincial responsibility, as is now the case for the residential schools at Brantford, Belleville, and Milton.	Legislature
	98. Place all classes and schools which provide special education under the authority of that part of <i>The Public Schools Act</i> now known as Section 12, under local school boards, and provide full funding for this part of the school board's operation.	Legislature
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	School health services	
What should be the scope and duration of school health services?	99. Provide a full program of health services including the children's optical program and the organized dental program for children as recommended by the Royal Commission on Health Services.	Legislature School boards
	100. Provide complete medical examinations for all children upon their entry to school and continue a program of periodic examinations during the child's school years.	School boards Health units
	101. Institute a system of ancillary school services which will include psychological services, home-school counselling, and liaison with other health, welfare, and voluntary organizations in the community.	School boards
	102. Where health services are provided for a school jurisdiction by a health unit, grant representation on the board of the health unit to the school board concerned.	Legislature

<i>The problem</i>	<i>The recommended solution</i>	<i>For action by</i>
Where school health services are now established under the jurisdiction of a school board, how can the development of such services be fostered?	103. Provide food services, including breakfasts, where the need is apparent.	School boards
	104. Assure dental, medical, psychological, and nursing staffs of salaries and working conditions which will clearly establish them as part of the team of professionals concerned with the welfare of pupils.	School boards Health units
What can be done to improve guidance services in schools?	School counselling	
	105. Change 'Guidance Services' to 'Student Counselling Services' to be identified as part of school social services.	School boards School staffs
	106. Revise guidance programs to include all learners at all levels with emphasis upon counselling as the major technique of such programs.	Department of Education School boards
	107. Structure counselling services to serve all levels of schooling, emphasizing the individual pupil, his development, and his relationships.	School boards School staffs
	108. Make available a wide range of materials designed to help teachers and parents in guiding children to make the complex decisions which face them.	Department of Education School boards Schools
How can preschool education become a part of the total system of education?	109. Wherever adult education exists under the jurisdiction of school boards, extend counselling services to adults.	School boards
	Preschool education	
	110. Establish preschool education at the provincial policy level as a basic responsibility of the Department of Education in co-operation with other departments of government.	Legislature Department of Education
	111. Permit school boards to establish preschool programs in accordance with the needs of their jurisdictions.	Legislature School boards
	112. Require that in all high density housing projects, preschool and playground accommodation be provided by developers, the cost of such accommodation to be borne by them.	Legislature Department of Municipal Affairs Department of Education
What measures can be taken to provide teachers at present in nursery schools with basic certification?	113. Provide preschool programs for children disadvantaged by physical handicaps or unusual circumstances.	School boards
	114. Open teacher education to experienced and successful nursery school teachers where this background compensates for a lack of minimal educational qualifications.	Faculties of Education Teachers' Association

<i>The problem</i>	<i>The recommended solution</i>	<i>For action by</i>
What steps can be taken by a school board during the transition of nursery school education to the board's domain of responsibility?	115. Assume the financing of nursery schools presently in operation, excluding private nursery schools, until the complete assimilation of nursery school education into the total education sequence can be accomplished.	Legislature School boards
	116. Consider the development of preschool education as an integral component of educational planning in a jurisdiction.	Legislature School boards
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What steps can be taken to improve the educational opportunities for Canadian Indians residing in the province?	Education for Canadian Indians	
	117. Negotiate with the Federal Government, the transfer of all federal schools on Indian reserves to school boards, where the membership in the Indian community agrees to this transfer, the continuing costs of this program to remain a federal responsibility.	Legislature Federal Government School boards
	118. Enact legislation which would permit Indians to be elected to school boards, where schools on Indian reserves have been transferred to the jurisdiction of a school board.	Legislature Federal Government School boards
	119. Where an Indian community wishes its schools to remain a full federal responsibility, offer that community the option of local school board services, the costs of such services to be a federal responsibility.	Federal Government Provincial Government School boards
	120. Implement a nomadic educational service for nomadic groups of Indians.	Department of Education
	121. Undertake a major research project to inquire into the question of education of Indians in the province.	Ontario Institute for Studies in Education
How can a more effective awareness of the Indian, his culture and his contribution to our society be developed in the learning materials used in the schools?	122. Design, as part of the teacher education program, courses devoted to the education of Indians.	Faculties of Education
	123. Encourage at least one Ontario university to establish an Institute for Canadian Indian Studies.	Universities Department of University Affairs
	124. Review the presentation of the history of the Indian in learning materials now in use and establish a publications policy which will lead to the creation of a realistic picture of early Indian life and the contribution of his cultural heritage.	Department of Education Materials Advisory Committee

Remote area education

What measures can be undertaken to attract a greater number of teachers to service in remote northern areas?

125. Include as conditions of employment for Northern Corps teachers, provisions designed to equate as far as possible the working conditions of such teachers with those in southern areas of the province. Among such provisions should be:

- a) competitive and attractive salaries and allowances to compensate for cost differentials;
- b) leave of absence provisions to provide for
 - i) regular vacation periods with transportation for the personnel and their families paid to and from a predetermined home base;
 - ii) compassionate leave for personnel in cases of serious illness in the family, and payment of transportation to and from the nearest centre in the south for personnel and/or their families in the case of serious illness or death among their nearest relatives in the south;
 - iii) educational leave to facilitate continuing education and self-improvement;
- c) financial aid toward the education and maintenance of children where service in the north entails separation from their parents;
- d) suitable housing accommodation.

Department of Education
School boards

126. Permit teachers from southern jurisdictions to be released for service in remote areas without loss of seniority or loss of remuneration upon their return.

School boards

127. Provide incentives that will encourage northern students to qualify as teachers and return to practise in their communities.

School boards

128. Form specialist teams (teacher, social worker, psychometrist, psychologist) for service in rural and remote northern areas.

Department of Education
School boards

Teacher preparation

What can be done to meet the need for highly qualified personnel in special education?

129. Provide immediately, course options in special education in the faculties of education which would permit selected applicants to achieve regular certification and special education certification concurrent with graduation as is now done, for example, in the fields of music and French.

Faculties of Education

130. Update the course offerings in special education to provide more meaningful experiences.

Department of Education

131. In all professional development courses now conducted by the Department of Education, include the consideration of the needs of exceptional children.

Department of Education
Teachers' Association

<i>The problem</i>	<i>The recommended solution</i>	<i>For action by</i>
	132. Grant certification in special education, valid in Ontario, for courses taken at accredited institutions outside the province.	Department of Education Teachers' Association
	133. Recognize the many methods available for teaching blind and deaf children by accrediting the variety of professional education courses available to teachers nationally and internationally.	Department of Education Teachers' Association
	134. Send personnel, supported by complete bursaries, to study in various parts of the world where courses provide new insights in the teaching of handicapped children.	Department of Education Teachers' Association Trustees' Association
	135. Introduce course options at the pre-service and post-graduate levels which will lead to specialization in particular areas of special education, including education of the trainable retarded.	Department of Education
	136. Sponsor and host a conference on education for the deaf, for the purpose of examining the current philosophy, problems, techniques, and devices related to this field of education.	Department of Education Ontario Institute for Studies in Education

THE WORLD OF TEACHING

What steps can be taken to encourage the development of teaching as a profession?

Professional organization	
137. Enact a Teaching Profession Act which will make teaching a self-governing profession with powers to license and to discipline its members, these powers to be exercised through an organization to be known as the College of Teachers of Ontario.	Legislature
138. Consolidate all teachers' organizations into one association to be known, for the purpose of this Report, as the Ontario Teachers' Association.	Legislature Teachers' Association
139. Permit the proposed association to recognize sub-sections which would reflect particular interests of special groups of teachers, but place all major policy formation and basic membership in the association at large.	Legislature Teachers' Association
140. Make the validity of the teacher's license contingent upon a demonstrated record of professional development to be reassessed at intervals.	College of Teachers
141. Determine the fees for membership in the Teachers' Association as a percentage of annual salary, with the same principle and percentage applying to all members, regardless of position.	Legislature Teachers' Association
142. Recognize for basic certification many and varied teacher education programs.	Faculties of Education
143. Establish a personnel policy which will clearly recognize equal rights of both women and men aspiring to positions of leadership in education.	Department of Education School boards Teachers' Association

Recommendations

<i>The problem</i>	<i>The recommended solution</i>	<i>For action by</i>
What steps should be taken immediately to improve pre-service teacher education?	Pre-service teacher education	
	144. Implement with all possible speed the basic recommendations of the <i>Report of the Minister's Committee on the Training of Elementary School Teachers</i> : a) that teacher education be conducted within the university; b) that the program be of four years' duration leading to the baccalaureate degree and certification; and c) that teachers for all levels of schooling be educated within any one university.	Minister of Education
	145. Give priority to the establishment of the Implementation Committee, as described in the <i>Report of the Minister's Committee on the Training of Elementary School Teachers</i> .	Minister of Education
	146. Establish a target date of 1972 when all candidates for teaching must either have a university degree or become enrolled in a degree program.	Minister of Education
	147. At this particular time, recognize the values which lie within both the concurrent and consecutive paths of teacher education.	Universities Department of Education
	148. Recognize for basic certification the graduates of the Faculty of Education of the University of Ottawa.	Department of Education Teachers' Association
How can young people of the highest capabilities be encouraged to enter the teaching profession?	149. Establish an Advisory Board on Teacher Certification made up of representatives from the teachers' colleges and colleges of education and the teaching profession, to review the present processes of teacher certification, the proliferation of certificates presently in vogue, and related matters; the Board to serve as an interim body pending the formation of the College of Teachers and the Teachers' Association.	Department of Education Teachers' Association
	Recruitment	
	150. Use all forms of communications media to describe clearly teaching in Ontario.	Teachers' Association Department of Education Faculties of Education Trustees' Association
	151. Assign to individual colleges now in existence the responsibility to decide whether or not selection committees should be established, and what the personnel and policies of such committees should be.	Department of Education
	152. Permit students to enrol in the college of their choice regardless of their place of residence.	Department of Education

<i>The problem.</i>	<i>The recommended solution</i>	<i>For action by</i>
	153. Review and redesign the process of accreditation for certification received outside Ontario.	Department of Education College of Teachers
	154. Provide grants-in-aid for teachers new to Ontario who may require further training and/or language instruction in order to qualify them for certification in Ontario.	Department of Education
	155. Provide full university grants-in-aid for university graduates enrolled in consecutive teacher education programs.	Faculties of Education
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	Teacher education programs	
In keeping with the learning program proposed by this Committee, how can the curriculum be developed in the faculties of education?	156. Allow each faculty to develop its curriculum and its operations freely.	Department of Education Faculties of Education
	157. Focus upon the processes of learning rather than upon the acquisition of a methodology of teaching.	Faculties of Education
	158. Include professional and academic studies which will stress child development and psychology.	Faculties of Education
	159. Employ, within the faculties, methods such as co-operative teaching, programmed instruction, field trips, group research, etc., in order to stimulate the student to accept them as a regular part of teaching practice.	Faculties of Education
	160. Review and redesign the preparatory stages which would qualify every teacher as a counsellor.	Department of Education Faculties of Education
	161. Design the program for supervising practice teaching so that the practice teacher becomes an associate teacher of the faculty of education, sharing the responsibility for co-operative planning with staff members of the faculty, and receiving remuneration commensurate with that responsibility.	Faculties of Education
	162. Increase the amount of time provided for practice teaching.	Faculties of Education
	163. Allow interested pre-service teachers to practise in special education settings and in such unique environments as audio-visual centres, school libraries, and outdoor education centres.	Faculties of Education
	164. Appoint to faculties of education personnel who may hold joint appointments with school boards and the faculties.	Faculties of Education School boards

<i>The problem</i>	<i>The recommended solution</i>	<i>For action by</i>
	165. Issue one basic teaching certificate to all graduates of faculties of education which will be a certificate of entitlement to practise as a teacher.	Faculties of Education
	166. Endorse the basic teaching certificate to show the particular specialization achieved by the student-teacher in the faculty.	Faculties of Education
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What interim measures should be taken by the Professional Development Section of the Department of Education, pending the implementation of Recommendation 181 below?	Interim measures in teacher education	
	167. Evaluate and revitalize professional development programs to provide extension of the range of offerings, increased funding, the best available teachers, and the distribution of courses across the province.	Department of Education
	168. Continue to encourage school boards to undertake the design, organization, and management of professional development courses.	Department of Education
	169. Distribute the full range of professional development courses among a number of centres across the province, varying the courses offered at each centre from year to year.	Department of Education
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What can be done to help teachers devote more time to professional practice?	Professional practice	
	170. Employ school assistants and other para-professionals throughout school jurisdictions in order to release teachers for increased preparation, long-term planning, and pupil counselling, and free them from non-professional tasks such as the recording of attendance, etc.	School boards
	171. Develop training programs for school assistants, school secretaries, audio-visual technicians, school library assistants, etc.	School boards Department of Education Colleges of Applied Arts and Technology Teachers' Association
	172. Enable teachers to have some share in policy-making.	School boards Teachers' Association
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How can professional contributions be better recognized?	Professional remuneration	
	173. Devise salary policies which will recognize the range of capabilities demonstrated by teachers and which will encourage outstanding teachers to remain in the classroom.	School boards Teachers' Association Trustees' Association
	174. Ensure that salaries offered to beginning teachers are competitive with those offered in other professions with similar kinds of responsibility.	School boards

<i>The problem</i>	<i>The recommended solution</i>	<i>For action by</i>
	175. Establish in each jurisdiction a single salary schedule which will reflect the continuum of the educational process and the qualifications of teachers, regardless of the teacher's location at any particular level of education.	School boards
	176. Eliminate immediately the disparity between the colleges of education and the present teachers' colleges in matters of teaching load, equipment, salaries of staff, and the payment of associate teachers.	Department of Education
How can provision be made by various authorities to ensure the continuous professional growth of teachers?	Professional development	
	177. Create realistic educational-leave plans within each school jurisdiction which will include educational travel programs, as well as formal educational programs.	School boards
	178. Stimulate the professional growth of teachers by encouraging them to attend conferences and short courses without loss of salary, sick leave, etc.	School boards
	179. Expand the system of fellowships for teachers to include study in other provinces and countries.	Department of Education
	180. Encourage the establishment of graduate programs in education in faculties of education as soon as resources permit.	Faculties of Education Universities
	181. Create professional development courses under the jurisdiction of the faculties of education in co-operation with the Ontario Teachers' Association.	Department of Education Teachers' Association Faculties of Education
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ORGANIZING FOR LEARNING	Departmental organization	
How can the Department of Education be organized in order to fulfil the responsibility implied for it in this Report?	182. Reorganize the Department of Education into flexible components, such as Planning, Development and Research, Legislation, and School Systems Analysis, and support this basic structure by services such as communications, accounting, statistics, data processing, school design, and management consultation as outlined in this Report.	Minister of Education
	183. Encourage the continuing development of inter-departmental co-operation and liaison by those governmental agencies which have a responsibility for children, such as the Departments of Education, Health, Reform Institutions, Attorney-General, Social and Family Services, Labour, and others.	Legislature Departments of Government
	184. Strengthen the communication and involvement of education in Ontario with the educational activities of national and international jurisdictions.	Department of Education
	185. Establish a competitive salary policy which will enable the Department of Education to recruit staff of high ability.	Department of Education

<i>The problem</i>	<i>The recommended solution</i>	<i>For action by</i>
How can the Department of Education be more sensitive to the needs of children and the demands of the curriculum?	186. Provide enriched professional development programs for the Department of Education staff, which will include educational leave for short and extended periods, increased library and information retrieval services, and opportunities to return to teaching and administration in the field.	Minister of Education Department of Education
	187. As new units of administration emerge, provide a systems analysis service for school boards, designed to assist local authorities in analyzing educational quality and effectiveness, to encourage innovative practice, to foster experimentation, and to develop long-term plans consistent with local, provincial, and national needs.	Department of Education
	188. Broaden the development of a provincial policy in curriculum through provincial committees made up of knowledgeable and representative teachers, parents, supervisors, researchers, and generalist educators.	Department of Education
	189. Attract personnel to the Department of Education to carry out various curriculum responsibilities for short periods of tenure, in order to ensure maintenance of direct and continuing contact with children in schools.	Department of Education
	190. Reduce to essentials the statistical data and other report detail now required from schools, school boards, principals, and teachers.	Department of Education
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How can sound patterns of educational administration be developed within a particular school jurisdiction?	School board administration	
	191. Prescribe the school year as 200 days, and permit school boards to organize their school year within this prescription, according to local need.	Department of Education
	192. Appoint to senior administrative positions school leaders who are qualified educators but whose appointments are not dependent upon a background in a specific field.	School boards
	193. Designate the superintendent of education as the chief executive officer and secretary of the board.	Legislature School boards
	194. Free the superintendent of education from administrative detail and allow him to function as an advisor on policy, as a counsellor on current and developing educational philosophy, and as a chief education officer as well as a chief executive officer.	School boards
	195. Create a policy which will permit the superintendent of education to engage regularly in professional development programs of personal study.	School boards
	196. Concentrate upon the development of school board procedures which will underline the board's major responsibility in the domains of policy, leaving implementation to school staffs and officials.	School boards

<i>The problem</i>	<i>The recommended solution</i>	<i>For action by</i>
	197. Investigate various methods of budgeting for specific programs now in use, with a view to relating school financing more meaningfully to the goals of the school system.	School boards
	198. In the application of administrative policies at the local level, employ principles of decentralization which will allow groups of schools and individual schools to respond uniquely and responsibly to the needs of teachers and students in the schools.	School boards
	199. Establish communication patterns within each school community and stress counselling and other school-parent relationships described in this Report.	School boards School staffs
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	Supervisory responsibilities	
What is the school board's responsibility with regard to professional leadership and quality teaching?	200. Create a policy for line supervisory officers, such as consultants and supervisors, which will return these officers periodically to teaching without financial loss, so that they may have direct contact with pupils.	School boards
	201. Encourage supervisors to participate in professional development programs which will include such areas as the nature of modern organizations, educational philosophy, training in human relations, communications, and child development.	School boards
	202. Expand professional development courses designed for those who wish to prepare themselves for administrative and supervisory positions.	Faculties of Education School boards
	203. Exercise responsible judgment and determination, in co-operation with the College of Teachers, in removing from teaching those whose practice is consistently detrimental to the educational welfare of children.	School boards College of Teachers
	204. Expand training programs for school business officials at the university level.	Faculties of Education
	205. Recognize, for licensing purposes, various training and education programs which will lead to the professional development of school business officials.	Department of Education Association of School Business Officials
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	School organization	
What principles of organization within the school should be encouraged to permit the free development of the curriculum?	206. Stress the principle of flexibility so that the curriculum embraces a variety of patterns, such as individual study, laboratory and field experiences, large and small group activities, and regular class sessions.	School staffs
	207. Design the curriculum and the organization of the school to meet the abilities and needs of the individual student, so that transfers within a school, or to another school or school system, will not interrupt the student's continuous progress.	School boards
	208. Place special emphasis upon flexibility in timetables and programs of large schools.	School staffs

<i>The problem</i>	<i>The recommended solution</i>	<i>For action by</i>
How can the role of the principal be developed in keeping with the spirit of this Report?	Role of the principal	
	209. Develop the principalship to the point where the principal is free from administrative detail and is encouraged to function as a consultant, advisor, co-ordinator, and counsellor for all elements of his school.	School boards
	210. Encourage the principal to contribute to the development of school board policy and to serve as an educator in the broadest philosophic sense.	School boards
How can the school extend the use of its facilities by the community?	211. Provide learning opportunities for the principal which will take him to other schools and systems, and to other community agencies.	School boards
	Community liaison	
	212. Develop a policy that will permit the responsible use of school facilities by recreational personnel after regular school hours.	School boards Municipal councils
Within large units of administration, how can schools remain sensitive to the interests of parents?	213. Effect a liaison with all other educational agencies in the jurisdiction, which will result in a more complete service for community education.	School boards
	214. Give to school boards the right to appoint representatives to the municipal and area planning boards within their jurisdictions and to establish liaison with the Community Planning Branch of the Department of Municipal Affairs, where no planning board exists.	Legislature
	Parental involvement	
	215. Enlist the voluntary help of Home and School and Parent-Teacher Associations, and other members of the community for school and out-of-school activities.	School staffs
	216. Permit the establishment of a parents' school committee in each school district, the purpose of which would be to assist the school staff in interpreting the school to the community, and to aid in keeping school staffs and trustees aware of the needs of the community.	School boards
	217. Develop communication programs to give parents and ratepayers a clear understanding of the schools and their programs.	School boards
	218. Provide short courses for parents and others on child development as related to schooling.	Department of Education School boards
	219. Publish, and distribute widely, information about the child and his school.	Department of Education School boards

<i>The problem</i>	<i>The recommended solution</i>	<i>For action by</i>
	Public involvement	
How can a maximum degree of public interest and involvement in education be maintained in the province?	220. Enact legislation to create a non-political Advisory Council of Education, representative of public and professional interest, as described in the body of this Report.	Legislature
How can the rights of the individual be better understood and protected within the growing complexity of educational organizations?	221. Appoint an ombudsman in education as an independent public officer to serve all levels of education in matters of individual dispute and individual problems, so that equality of opportunity will be a reality.	Legislature
	School design	
How can school building design be more sensitive to local conditions and new needs?	222. Develop school designs that make possible the rapid and economical expansion or reduction of school facilities.	Department of Education
	223. Involve school staffs in new school planning.	School boards
	224. Expand the scope of the approval structure for legislative grant purposes to include all buildings and other accommodation units determined by a school board to be necessary for the development of their program of education.	Department of Education
	Educational research	
What approach should be developed to meet the growing needs of educational research?	225. Allocate funds and personnel for action research as a regular part of the budget design.	School boards
	226. Increase the development of all types of research in education through the co-operative involvement of Faculties of Education, school boards, the Department of Education, and the Ontario Institute for Studies in Education.	Ontario Institute for Studies in Education Faculties of Education Department of Education School boards Ontario Educational Research Council
What research role should emerge for the Ontario Institute for Studies in Education?	227. Refrain from any direct involvement with the implementation, in the schools, of research for curriculum programming.	Legislature Ontario Institute for Studies in Education
	228. Act as an agent for the collection and dissemination of research.	Ontario Institute for Studies in Education
	229. Establish a standing committee representative of the Department of Education and the Ontario Institute for Studies in Education which will create a continuing communications link between both bodies, and which will lead to greater co-operation and co-ordination.	Minister of Education

<i>The problem</i>	<i>The recommended solution</i>	<i>For action by</i>
	230. In the field of testing, concentrate upon research and refrain from serving as a testing agency for the Provincial school system.	Ontario Institute for Studies in Education
	231. Negotiate with the National Office of Health, Education and Welfare, U.S.A., for the establishment of a computer liaison with the research and development laboratories in that country.	Ontario Institute for Studies in Education
	Computer use	
What should be done to ensure the optimum use of computer services to meet the needs of teaching, research, and administration throughout the province?	232. Initiate an immediate study in depth to assess the capability of present computer facilities, with a view to establishing a co-ordinated computer service which will meet local and regional needs across the province.	Minister of Education
	Educational television	
What action should be taken to ensure the best possible use of educational television in Ontario?	233. Appoint a provincial ETV council independent of the Department of Education, composed of Departmental officials, teachers, trustees, and representatives of regional ETV authorities, universities, Colleges of Applied Arts and Technology, and adult educational groups, to establish guidelines for policy at all levels of ETV; to encourage regional programming; to assist in developing regional ETV authorities; to provide production facilities; to recommend grants for production by the ETV branch and regional authorities; to co-ordinate all ETV activities; to develop the competence of personnel in ETV; and to encourage and direct research and evaluation of ETV.	Minister of Education
	234. Ensure that the use of educational television does not contribute to the regimentation of timetables or content of the learning program.	Department of Education Provincial ETV Council
	235. Encourage the development of regional, county, and local ETV agencies by providing grants and assigning personnel for an interim period.	Provincial ETV Council Department of Education
	236. Provide grants and leadership to encourage production by, and permit control of, local program schedules by regional, county, and local ETV authorities.	Provincial ETV Council Department of Education
	237. Continue to provide a Provincial service, with programs of general curriculum interest that will be available for use throughout the province, and produce and transmit special programs for areas where regional authorities do not develop.	Department of Education
	238. Encourage close liaison in programming between local ETV authorities, the Department of Education, and the proposed Provincial ETV council, to ensure co-ordination of production and transmission and to avoid duplication of expensive services.	Provincial ETV Council Department of Education Local ETV authorities

<i>The problem</i>	<i>The recommended solution</i>	<i>For action by</i>
	239. Define education as it applies to television at the school and adult levels.	Minister of Education Council of Ministers of Education
	240. Adopt a policy of implementation, based on careful planning, that is sufficiently flexible to allow the introduction of new devices and materials as they become available.	Department of Education Provincial ETV Council
	241. Continue to co-operate with the Canadian Broadcasting Corporation in producing a limited number of high-quality programs of interprovincial and national interest.	Department of Education
	242. Encourage and direct research in program content, production methods, and utilization of ETV, and to report findings to the teaching profession.	Provincial ETV Council Department of Education Ontario Institute for Studies in Education
	243. Continue to emphasize the growing importance of educational television at school and adult levels, so that the best available channels in the VHF and UHF bands be allocated to this purpose.	Minister of Education
	244. Include educational television facilities in all teacher education institutions, to be used to support both the instructional and the practice-teaching programs.	Faculties of Education
	245. Encourage all production agencies to involve teachers to the maximum in the planning, writing, and production of programs, and their evaluation.	Provincial ETV Council Department of Education
	246. Encourage the production of programs related to local curriculum needs.	Provincial ETV Council Department of Education All ETV authorities
	247. Provide workshops to acquaint teachers with planning and utilization procedures.	Provincial ETV Council Department of Education All ETV authorities Teachers' Association
	248. Provide detailed teachers' notes for all programs, and provide schedules integrating the various schedules of the several production agencies.	All ETV authorities
	249. Encourage, by the provision of grants, the development of taping facilities in local areas and in individual schools, so that programs may be used when required.	Provincial ETV Council Department of Education School boards
	250. Encourage local ETV authorities or school audio-visual centres, to build up a library of taped programs, through purchase and central and local taping.	Provincial ETV Council Department of Education School boards
	251. Encourage the production of programs that generate inquiry and discussion rather than programs that merely provide information.	Provincial ETV Council All ETV authorities

<i>The problem</i>	<i>The recommended solution</i>	<i>For action by</i>
What organizational considerations should be resolved in order to accommodate the principles enunciated throughout the Report with regard to separate schools?	Separate schools	
	252. Enact legislation which will form separate school boards into larger units of administration for separate school purposes, with boundaries coterminous with those of county and district boards of education.	Legislature
	253. In the implementation of the proposed plan for larger units of administration for education in Ontario, find some arrangement, acceptable to all, which will bring the two tax-supported systems into administrative co-operation, preserving what is considered by the separate school supporters as essential to their system, and at the same time making possible a great deal of co-operation and sharing of special services, avoiding duplication in many areas and services, and bringing to an end a controversy that has burdened the administration of education in Ontario since Confederation.	Minister of Education
	254. Develop patterns of co-operation between separate school boards and boards of education in the areas of transportation, school sites, health services, counselling services, computer services, in-service education, special education and joint projects, where such co-operation will reduce costs and organizational impediments to equality of opportunity.	School boards
Recognizing the implications of this Report, what consideration should be given to children in Ontario's private schools?	Private schools	
	255. Establish a select Committee of the Legislature to study in depth the position of private schools in Ontario, giving prime attention to the issues raised in this Report.	Legislature
What financial considerations should be resolved in order to ensure quality education, with equality of opportunity?	Financial responsibility	
	256. As an initial step toward providing equality of educational opportunity to all Ontario students, provide one year free of tuition fees in all public institutions of higher learning beyond the proposed K-12 program.	Minister of Education Minister of University Affairs Institutions of higher learning
	257. Give urgent and immediate attention to a search for new ways of finance that will eliminate the residential property tax as a source of support for education and ensure quality and equality without loss to local prerogative.	Minister of Education
	258. Seek, through the Council of Ministers of Education, means whereby federal monies can be distributed to the provinces for educational purposes, without infringing upon their rights in matters of education.	Minister of Education

The documentary material used by each of the Committee members for background study included a wide range of books on education, press clippings from newspapers, professional magazines and other periodicals, and four categories of background materials prepared especially for the Committee.

These four categories comprised: 1) briefs from groups and individuals; 2) reports of comparative education visits by Committee members; 3) expert presentations; and 4) reports of research projects commissioned by the Committee. Following the introductions below, a short summary of the materials in each of these four categories of documents is provided.

Briefs

During the first year of the Committee's investigation, one of its major activities was the hearing, discussion, and study of briefs submitted by groups and organizations, and by individuals. In all, 88 briefs were presented by groups, organizations and institutions, and an additional 24 by individuals. Meetings for the purpose of hearing briefs were held in Sudbury, London, Ottawa, and Toronto. In almost every instance, oral presentation of the brief was followed by a detailed discussion of its major interests and recommendations. A list of the groups and individuals who prepared and presented briefs is shown below.

Comparative education visits

Throughout the period of investigation by the Committee, visits were made to various jurisdictions to observe, study, and discuss educational objectives, facilities, organization, and practices. While the greater concentration of such visits was in Ontario, through visits to schools in urban, suburban, and rural areas, it was considered essential that the Committee also study and observe educational policies and practices in other provinces, in several parts of the United States, in several countries of Europe, and in Israel and the Orient. For each visit a small party of Committee members, often with a research center, was selected, and specific objectives were assigned, such as observing particular schools, inspecting facilities, discussing aims or policies, investigating new methods, or evaluating the effectiveness

of innovations. The list of areas visited, and the brief outline of objectives and activities of the tour parties, below, will indicate the variety of investigations conducted. Following each visit, members of the group prepared, and in most cases presented orally to the entire Committee, a summary of their observations and recommendations.

Expert presentations

As background for the discussions of major issues in education, experts in various fields were invited to prepare and present special reports. These reports related to such areas as aims of education; current educational organization and practices in Ontario and other jurisdictions; communications; technological aids; special education; and sociological considerations.

In almost all cases, the presentation of the special report was followed by an informative discussion between the Committee and the visiting expert. A précis of each special report is included under the heading 'Expert Presentations' in this documentary section of the Report.

Research reports

Early in the deliberations of the Committee a number of major problems were identified which required original research studies and detailed surveys of current organization and practices. In all, seven major research projects were commissioned to be conducted by leading researchers in their particular areas of study. Three of the research projects related to special education. Two were studies of economic factors relating to education. The others were comprehensive studies of the education of Indians in Ontario, and the operation of private schools in the province.

In conducting their investigations the researchers had the benefit of assistance, information, and advice from many persons, including trustees and officials of school boards; the principals, staffs, and students of elementary and secondary schools in the public, separate, and private systems; graduates of selected schools; officials of the Federal and Provincial Governments; faculty members in universities and teachers' colleges; authorities and specialists in various areas of special education; repre-

sentatives of various associations relating to education; managers and personnel officers of various industries, corporations, and businesses; and many others. The Committee is grateful to these persons who, through their generous assistance, contributed to research findings in the areas under study.

A summary of the seven research projects and reports constitutes the final section of this outline of the documents which served as background for the deliberations of the Committee.

BRIEFS

Associations, Boards, and Organizations

The Art Gallery of Toronto.
L'Association Canadienne-Française d'Éducation d'Ontario;
L'Association des Enseignants Franco-Ontariens;
L'Association des Commissions des Écoles bilingues d'Ontario;
La Fédération des Associations de Parents et d'Instituteurs de Langue Française d'Ontario;
L'Association Franco-Ontarienne des Inspecteurs de l'Enseignement bilingue et des Professeurs à l'École normale.
The Association for Better Basic Education.
The Association of Ontario Secondary School Superintendents.
The Association of Jewish Day-School Parents in Ontario.
The Board of Education for the City of London.
The Board of Education for the City of Toronto.
The Board of Education for the Township of Scarborough.
The Board of Women of the United Church of Canada.
The Brockville Public School Board.
W.R. Buchner, Trustee, London Board of Education.
The Canadian Education Association.
The Canadian Hearing Society.
The Canadian Hemophilia Society, Ontario Chapter.
The Canadian Jewish Congress.
The Canadian Manufacturers' Association, Ontario Division.
The Canadian Mental Health Association, Ontario Division.

The Canadian Textbook Publishers' Institute.
The Central Curriculum Council, Kenora.
The Chemical Institute of Canada.
The Christian Women's Council on Education of Metropolitan Toronto.
The Citizens' Committee on Alienated Youth.
The Conservation Council of Ontario.
Deer Park Senior Public School, Toronto.
The Ecclesiastical Province of Ontario of the Anglican Church of Canada.
L'Association des Écoles secondaires privées Franco-Ontariennes, Ottawa.
The Education Committee of the United Nations Association in Canada, Toronto Branch.
The Ethical Education Association.
The Evangelical Church of the Deaf, Toronto.
The Federation of Catholic Parent-Teacher Associations.
The Federation of Women Teachers' Associations of Ontario.
The Friends of the Children's Public Library, Sudbury.
The Indian-Eskimo Association of Canada.
The Inter-Church Committee on Protestant-Roman Catholic Relations.
The John Fisher Public School Home and School Association, Toronto.
The London Library Board.
The London Roman Catholic Separate School Board.
The Metropolitan Educational Television Association of Toronto.
The Metropolitan Toronto School for the Deaf and the Metropolitan Toronto Association for Hearing Handicapped Children.
The National Council of Jewish Women of Canada, Toronto Section.
The Nursery Education Association of Ontario.
The Ontario Alliance of Christian Schools.
The Ontario Association for Children with Learning Disabilities.
The Ontario Association for Continuing Education.
The Ontario Association for Emotionally Disturbed Children.
The Ontario Association for the Mentally Retarded.
The Ontario Catholic Education Council.
The Ontario Chamber of Commerce, Board of Directors.
The Ontario Committee on Children.
The Ontario Council of Christian Education.
The Ontario Craft Foundation.

The Ontario Dental Association and the Royal College of Dental Surgeons.
 The Ontario Educational Association.
 The Ontario Educational Research Council.
 The Ontario English Catholic Teachers' Association.
 The Ontario Federation of Home and School Associations, Incorporated.
 The Ontario Federation of Labour.
 The Ontario Geography Teachers' Association.
 The Ontario Library Association.
 The Ontario Medical Association.
 The Ontario School Trustees' Council.
 The Ontario Secondary School Teachers' Federation.
 The Ontario Separate School Trustees' Association.
 The Ontario Teachers' Federation.
 The Ontario Voice of Women.
 The Province of Ontario Council for the Arts.
 The Public School Trustees' Association of Ontario.
 The Religious Education Committee of the Religious Society of Friends (Quakers) in Canada.
 The Social Action Committee of the First Unitarian Church of Hamilton.
 The Society of Directors of Municipal Recreation of Ontario.
 St. George's Church Nursery School, Islington.
 The Sudbury and District Chamber of Commerce.
 The Sudbury Public School Board.
 The Sudbury Public Schools, Music Department.
 The Toronto Montessori School.
 The Township School Area of Moore.
 Trinity College Schools.
 University Heights School Association, London.
 University of Toronto—Department of Mechanical Engineering.
 University of Toronto—Ontario Institute of Agrologists, New College.
 University of Toronto—The Committee of Presidents of Provincially Assisted Universities and Colleges of Ontario.
 The University Women's Club of Sudbury.
 The Waldorf School Association of Ontario, Incorporated.
 The World Federalists of Canada, Toronto Branch.
 The York Central District High School Board.

The York Montessori Nursery Schools.
 A Group of Parents of Hearing Handicapped Children.

Individuals

Mr. G.R. Allan
 Mr. V.L. Belyea
 Mr. and Mrs. James M. Cameron
 Mr. Douglas K. Campbell
 Mrs. Renée Cecile
 Mr. Fernando Costa
 Mrs. Geoffrey G. Daw
 Mr. K.N. Craig
 Mr. J.L. Field
 Mrs. Aileen Grassby
 Mr. James Robert Keddie
 F/L G.B. Landis
 Mr. Lionel Latulippe
 Mrs. A.A. Lee
 Mr. Donald P. Longwell
 Mr. R.H. Macklem
 Dr. and Mrs. Leo J. Mahoney
 Dr. M.D. Parmenter
 Mr. F.D. Richardson
 Mr. G.L. Rowe
 Mrs. Toby Ryan
 Mr. G.R. Smith
 Mr. John Caulfield Smith
 Mr. Arthur Solomon
 Mr. D. Kingsley Thomas

COMPARATIVE EDUCATION VISITS

ONTARIO
Ailsa Craig
 Observation of the educational program and facilities in a school for the emotionally disturbed; discussion with staff.

Belleville

Investigation of provisions and practices in the education of the deaf at the Ontario School for the Deaf, Belleville; discussion and analysis of methods of preparing teachers for this and other schools for the deaf.

Bracebridge

Observation of school organization, with particular attention to provisions for streaming of pupils of varying abilities.

Brantford

Study of the educational opportunities afforded at the Ontario School for the Blind; observation of facilities and program; discussions with personnel.

East York

Observation of facilities and resources for the education of emotionally disturbed pupils, as provided by the East York Board of Education.

Etobicoke

Observation of facilities and resources for the education of emotionally disturbed pupils, as provided by the Etobicoke Board of Education.

Galt

Study of policies, facilities, and practices for general and special education at Grand View School, a reform institution for girls 13 to 16 years of age.

Glencoe

Observation of the educational program and facilities in a school for retarded children.

Guelph

Study of general and special education at Pine Ridge School, a reform institution for boys 13 to 16 years of age.

Hagersville

Study of general and special educational practices at White Oaks Village, a correction centre for boys. Visits to the two schools at the centre. White Oaks Valley School for boys 11 to 13 years of age, and Sprucedale School for boys 14 to 16 years of age.

Hamilton

Examination of organization for instruction in the Hamilton public schools, with particular attention to the purpose and operation of the unit system.

Huntsville and district

A comprehensive survey of educational services at the elementary and secondary levels in a town and the surrounding area. Visits to Spruce Glen School, Pine Glen School, Huntsville High School and Huntsville Public School; examination of a special learning situation at

Huntsville and District School for the Retarded, discussions with civic and educational officials, teachers, and administrators.

London

Investigation of the two-year occupational program at Thames Secondary School.

Observation of the education of gifted children in schools operated by the London Board of Education.

Study of current policies and practices in teacher education at London Teachers' College and at the Althouse College of Education.

Milton

Observation of the facilities and practices in the education of the deaf at the Ontario School for the Deaf, Milton.

North York

A comprehensive study of curriculum practices at the elementary and secondary levels in a suburban community; visits to the Lewis S. Beattie Vocational School, Cresthaven Drive Public School, Northview Heights Secondary School, Yorkview Drive Public School, and R.J. Lang Junior High School; discussions with educational officials, teachers, and administrators; particular observation of articulation of all levels and the ungraded organization in practice; study of existing teacher education practices and problems, and present textbook policies.

Assessment of facilities and resources for the education of emotionally disturbed pupils, as provided by the North York Board of Education.

Observation of student practice-teaching at Pleasant Avenue Public School; discussion with principal and associate teachers on staff, and with the principal of Toronto Teachers' College.

Northern Ontario—Chapleau District

Investigation of the problems involved in education in one area of Northern Ontario with special attention to geographical factors, qualifications of teachers, medical and dental care, and the education of Indian students.

Orangeville and Dufferin County

A comprehensive study of organization, facilities, and curriculum practices at the elementary and secondary levels in a rural community

through visits to several one-room, two-room, and central rural schools, Orangeville District High School, St. Peter's Separate School, and the Princess Elizabeth Public School; examination of special learning facilities at the Orangeville School for Retarded Children and the Manor of the Good Shepherd, a private school for retarded students; discussions with civic and educational officials, teachers, and administrators.

Orillia

Examination of special educational practices at the Ontario Hospital School.

Ottawa

Investigation of the education of emotionally disturbed, educable retarded, and gifted pupils in the Ottawa schools.

Study of organization for instruction, with particular reference to the operation of individual timetabling at Fisher Park High School.

Observation of special educational techniques for handicapped children at Centennial School.

Scarborough

Examination of a new concept in architectural design.

Study of educational television developments at Scarborough College.

Observation of audio-visual developments in elementary schools.

Simcoe

Study of educational opportunities and practices at Glendale School, a reform institution for boys 13 to 16 years of age.

Smiths Falls

Examination of facilities and practices in special education at the Rideau Regional Hospital School; discussion of problems concerning facilities; discussion and assessment of admittance procedures.

Timmins

Discussion of facilities and program in public schools; observation and discussion of facilities, program, and staff in a French-language separate school and a private French-language secondary school.

Toronto

Observation of educational facilities and practices at Sunny View School (a school for the physically handicapped).

Study of education for the deaf at the Metropolitan Toronto School for the Deaf.

Examination of the Department of Education's ETV facilities.

Observation of a private company's demonstration of computer-assisted instruction.

Visit to Crippled Children's Centre, with observation and discussion of selection procedures, program, transportation, and facilities.

Observation of an experimental program for preschool children in a culturally deprived area, operated at Ryerson Polytechnical Institute in co-operation with the Ontario Institute for Studies in Education.

Observation of classes in special vocational schools devoted exclusively to the two-year occupational program.

Comprehensive examination of curriculum practices at the elementary and secondary level in an urban situation through visits to Ossington Junior School, Duke of York School, Adam Beck School, Lansdowne Composite School, Bickford Park High School, and Riverdale Collegiate; discussions with education officials, teachers, and administrators.

Observation of the Montessori method of instruction.

Study of classroom practices in a school located in a deprived downtown area.

Observation of classroom practices in a school located in a lower-income area, with special attention to non-graded organization.

Investigation of current practices in teacher education at the College of Education, University of Toronto.

Investigation of school organization: team teaching, continuous progress, language-centred programs, English instruction for children who are recent immigrants.

Visits to the Ontario Institute for Studies in Education to discuss with officials the role and operation of OISE, and to observe developments in the use of computers.

OTHER PROVINCES

Alberta

Investigation of general aspects of education in Alberta through visits to the Department of

Education at Edmonton, the Faculty of Education at the University of Alberta, and St. Joseph's High School, Edmonton.

The Atlantic Provinces

Study of the plan for centralization of school finance in New Brunswick and the predicted consequences for education; observation of the provisions for educational television in Nova Scotia; study of the parochial system of education in Newfoundland, with observations of the teaching of language, and religious instruction; visits to schools, universities, and teachers' colleges in the Atlantic provinces.

British Columbia

Investigation of general aspects of education in British Columbia through visits to the Department of Education and the Victoria Board of School Trustees, John Henderson Public School and Gladstone Secondary School in Vancouver.

Study of organizational aspects of adult retraining, junior college and vocational education, secondary schools, and the use of individual timetables, through visits to Vancouver City College, the Vancouver Board of School Trustees, Kelowna Regional College, and Kelowna Secondary School.

Manitoba

Examination of general educational practices, and provisions for the education of Indians, through visits to the Manitoba Department of Education, Assiniboia Residential School in Winnipeg, and Cranberry Portage High School.

Quebec

Discussions with officials concerning administration and objectives of education; discussions concerning major recommendations of the Report of the Royal Commission of Inquiry on Education (Parent Report), through meetings with the Ministry of Education, the Superior Council, and members of the Parent Commission.

Study of the function and operation of the Superior Council through two meetings with officials and members.

Visit to Laval University; discussion with a senior educational official.

Discussion of educational problems with members and officials of the Montreal Catholic

School Commission and the Protestant School Board of Greater Montreal.

Saskatchewan

Examination of specific facets of education in Saskatchewan as follows: curriculum development, grade organization, the development of larger units of administration, the co-operation of public and separate school authorities, and educational finance; discussions with officials of the Department of Education, Regina Separate School Board, Regina Public School Board; visit to a separate elementary school specializing in team-teaching; observation of special facilities including audio-visual centre, multi-media library, and computer education centre in Miller Composite High School, Regina.

THE UNITED STATES

California

Examination of facilities and resources for computer-assisted instruction; observation of education of the deaf as practised at the John Tracy Clinic for the Deaf in Los Angeles.

California-Nevada

Investigation of organizational aspects of education in the areas of adult retraining, junior colleges, vocational education, school organization, and individual timetables.

Colorado

Discussion and observation of education of the deaf, through attendance at the Conference on the Education of the Deaf convened by the Secretary of Health, Education and Welfare for the United States.

Florida-Pennsylvania-Connecticut-Massachusetts

Observation and discussion of psychological services and special education policies and their organization in relation to the school, through visits to the Nova School in Fort Lauderdale, Florida, Melbourne High School in Melbourne, Florida, the Board of Education in Pittsburgh, Pennsylvania, the Board of Education in Cheshire, Connecticut, and the Board of Education in Newtonville, Massachusetts.

Florida–Pennsylvania–Massachusetts–Connecticut
Investigation of organization for instruction in the areas of continuous progress, non-grading, and grouping for special purposes.

Florida–Pennsylvania–New York–Massachusetts
Examination of facilities for programmed instruction and computer-assisted instruction; observation of facilities and organization for educational television in Dade County, Florida.

Hawaii
Visit to the University of Hawaii Communications Centre; investigation of the integration of elementary and secondary education, including the private school system.

Illinois
Discussion of comparative education practices with experts from the United States, India, Germany, Canada, and Northern Ireland, through attendance at the Comparative Education Conference.

Missouri
Study of the education of the deaf, through visits to the St. Joseph Institute for the Deaf, the Gallaudet School for the Deaf, and the Central Institute for the Deaf, in St. Louis.

New Hampshire
Study of oral education of the deaf at the post-secondary school level.

New York
Observation of educational television in Rochester; discussion of financing, planning, and programming for educational television.

New York–Maryland–Ohio
Study of facilities and resources in the following areas of special education: the education of the culturally disadvantaged, the gifted, the emotionally disturbed; observation of the educational opportunities of 'Operation Headstart.'

New York–Massachusetts–Illinois
Assessment of various philosophies of education in discussions with officials, and the examination of facilities and practices in elementary and secondary schools.

New York–Pennsylvania–Maryland
Examination of various curriculum approaches and aspects of the teaching of specific subject disciplines; observation and discussion of school planning and architecture; analysis of socio-economic influences on education; visits to the Bureau of Curriculum Development, and to Central Road, Plainview, Scarsdale and Pelham Schools in New York State; visits to Radnor Township schools and North Campus High School in Abington, Pennsylvania; visit to Lida Lee Tall Experimental School in Maryland.

OTHER CONTINENTS

England

Participation in the International Curriculum Conference at Oxford.

England and Scotland

Discussions with members of the Central Advisory Committee for Education (Plowden Committee), the Schools Council, the Nuffield Foundation Mathematics Project, and government officials in London and Edinburgh; visits to schools in both rural and urban situations and in diverse socio-economic areas; discussions with teachers and educational officials.

Greece

Discussion and observation of educational philosophy and practices at several levels of education in Greece; study of the emphasis on private school education; comparison of public and private schools; study of language instruction.

Ireland and Northern Ireland

Observation and discussion of the general educational program, and provisions for dual-language instruction, special education, and education of the deaf, through meetings with President De Valera and educational officials in Ireland. Discussion with educational officials in Northern Ireland on general and special educational policies and practices.

Israel

Study of the integration of diverse cultures and the effects on education.

Japan

Study of Japan's educational philosophy in the light of the country's relative homogeneity with respect to ethnic, religious, and linguistic factors; interview with the president of the Japan Broadcasting Company, and investigation of facilities and resources for educational television; observation of education in industry at Atsugi; visits to elementary and secondary schools to observe practices and facilities; visits to Sophia University, the University of Tokyo, the National Institute for Educational Research, the Ministry of Education in Tokyo, the Disabled Persons Centre in Kyoto, the University of Kyoto, and the Canadian Academy in Kobe.

The Netherlands–Belgium–Switzerland–France

Investigation of certain features of education in Western Europe; the 'Three Pillar' system in the Netherlands; the 'Service Médico-Pédagogique' and the 'Cycle d'Orientation' in Switzerland; government schools in Belgium; aspects of administration, curriculum structure, and teacher training in France; special attention to the teaching of French in France, Belgium, and Switzerland.

The Philippines

Investigation of the policies, facilities, and resources for educational television at the ETV studios of Ateneo University, and at the Metropolitan Educational Television Association in Manila.

Russia–Sweden–Denmark–France

General study of education in Northern Europe, with particular attention to:

1. In Russia, observation of practices in special language instruction; special schools for English, science, and mathematics, and Pioneer Palaces for after-school studies and projects.
2. In Sweden, reorganization of the curriculum to encourage independent and individualized methods; decentralization of educational administration; changing emphasis to general rather than specialized education; and observation of comprehensive schools.
3. In Denmark, observation of special education within the regular classroom environment; effects of reduction of class size; special facilities for the deaf; novel approaches to post-secondary education, such as the 'Folk Schools'; plans for assigning more male

teachers to primary grades; and organization of rural central schools.

4. In France, observation and discussion of the role of the Organization for Economic Co-operation and Development (OECD) in assisting with long-term planning to meet the educational needs and objectives of various countries.

Switzerland

Investigation of educational opportunities at l'Ecole d'Humanité, a boarding school founded as a laboratory for experiments in educational reform.

Taiwan (Formosa)

Observation and discussion of educational developments in Taiwan.

EXPERT PRESENTATIONS

BLISHEN, B.R.

Associate Professor of Sociology
Trent University, Peterborough, Ontario

Some Sociological Aspects of Education

Professor Blishen described education as a continuing process in which the individual develops psychologically and socially as he learns to adapt to his physical and social environment. He emphasized that, because of the large amount of time youngsters spend within the family setting, the aims and objectives of education must be seen in relationship to the values, aspirations, and goals of the family. In supporting the objective of equality of opportunity for all, Professor Blishen described the wastage of student potential in various environments, including rural and urban communities, and pointed out some ways in which the school might compensate for social and psychological handicaps in the home backgrounds of students.

CLEE, DAVID A.

Professor of Communications Media
The College of Education, University of Toronto

The Teacher

Professor Clee stated that the profession is in the paradoxical position of receiving both

criticism and praise. On the one hand the profession is accused of incompetence and a lack of scholarship, originality, and maturity; on the other hand, teaching is said to be an exacting and worthy vocation demanding loyalty, objectivity, maturity, persistence, patience, love for children and a respect for the dignity of the individual. Mr. Clee stressed the vital role of the teacher in the educational structure, demonstrating that the role has changed from that of an authoritative individual to that of a sensitive and sympathetic "guide and catalyst in the child's search for meaningful knowledge."

Discussing the characteristics of a good teacher, Mr. Clee noted that sound academic knowledge combined with special characteristics of personality are essential to a teacher as a professional person. He mentioned today's emphasis on creative teaching and recommended that one aim in teacher education should be to awaken and develop the creative potential that student teachers possess.

CLUTE, F.J., and Colleagues
Ontario Department of Education, Toronto,
and local school systems

The Ontario School System

Mr. Clute introduced his comprehensive description of the present educational system in Ontario by sketching some of the historical events leading to existing policies and practices. In addition to describing the program for the typical pupil, he outlined provisions for bilingual pupils, and special provisions for pupils with handicaps that affect their ability to profit from the standard curriculum. The various programs in the secondary schools were outlined in detail. Provisions for guidance services were also described.

Mr. Clute then presented the picture of Ontario education from a second viewpoint, that of the responsibility for education, first by the Minister of Education, and the Legislature, the Department of Education, school boards, subjectively personnel, principals and teachers, and outlined the policies of the Department with respect to supervision, leadership, curriculum, and finance.

The following persons assisted and supported Mr. Clute in the preparation and presentation of his report: Mrs. A.M. Stocker,

W.K. Clarke, D.H. Craighead, H.W. Cyr, Edward Monkman, and Eric Runacres.

CRITTENDEN, BRIAN S.

Associate Professor

Department of History and Philosophy of Education

The Ontario Institute for Studies in Education, Toronto

Characteristics and Aims of Ontario Schools and Characteristics of Ontario Society

Professor Crittenden provided the Committee with both a sociological survey of the Ontario population and a philosophical position concerning educational aims. In illustrating the difficulty in considering the 'typical' Ontario student, he described the population in terms of rural-urban distribution, religious denomination, ethnic composition, voting patterns, mother tongue, family size, and educational and income levels.

In introducing his argument for moral education and for educational values rather than aims designed to meet the needs of society, he showed that at any given time the role which the school plays and the form of the curriculum are not serving only educational values. The representatives of political, military, economic, religious, and other values attempt to influence the school. Dr. Crittenden emphasized that, in the dialogue that determines the goals in education, the distinctively educational values should also be represented.

CROSSLEY, J.K., and Colleagues

Curriculum Section

Ontario Department of Education, Toronto

Background Presentations in Education

During the first meetings of the Committee, a team of experts from the Curriculum Section of the Department of Education, presented individual and panel reports on a number of background topics, including the following: 'Acceleration and Deceleration in Ontario Schools'; 'Current Policies and Practices Concerning Promotion'; 'The Head Start Program for Culturally Disadvantaged Children'; and 'The Development of Curriculum Bulletins.' Assisting Mr. Crossley in the presentation and discussion of one or more of these reports

were the following persons: Miss P.A. Moore, Miss D.H.M. Dunn, R.H. Field, N.B. Massey, W.D.A. McCuarg, and E.J. Quick.

DALE, D.M.C.

Institute of Education, University of London, England

Education of the Deaf in England, Australia, and New Zealand

Dr. Dale made an oral report to the Committee on his experiences in the administration of education for the deaf and hard-of-hearing in New Zealand and Australia and more recently in England. He reported that the development of powerful hearing aids has revolutionized the educational prospects for deaf and hard-of-hearing pupils in those countries, and has made it possible for many severely handicapped children to take their place in regular schools after a period of special training. Each child must be considered individually with respect to his ability to succeed in a regular school. Dr. Dale described an administrative organization used in England to share the services of special teachers of the deaf, whereby such teachers could work in association with special schools for the deaf while maintaining liaison and giving assistance to hard-of-hearing pupils in regular schools.

DUNN, DOROTHY

Assistant Superintendent of Curriculum

Ontario Department of Education, Toronto

Analyses of Recent Reports on Education from British Columbia and Quebec

Miss Dunn made her presentation in the form of a comparison of the following reports: *The Report of the Royal Commission on Education in the Province of British Columbia*; and *The Report of the Royal Commission of Inquiry on Education in the Province of Quebec*. She compared the salient features of each report under such headings as: the concern in each report for individual differences and physical and mental health; the proposed changes in the administrative structures; recommendations in the area of special education; suggestions, both general and specific, regarding the program of studies; and recommended policies for textbooks, school standards, and school services,

Miss Dunn concluded her presentation with a few general remarks on the merits of each report.

FULLMAN, S.C.

Information Specialist

Ontario Department of Education, Toronto

An Outline of the Present Educational System of Ontario

Mr. Fullman's report on the educational system of Ontario dealt first with the organization of grades in elementary and secondary schools. In a section headed 'Curriculum' he described recent and ongoing changes in curriculum organization. The policies of the Department of Education in educational television were outlined.

The Departmental reorganization that took place in January, 1965, was designed to achieve a more effective operation. Mr. Fullman explained that the reorganization was planned to help bring the elementary and secondary school panels of the Ontario school system more closely together. He devoted a section of his report to a consideration of the Grade 13 program, and provided a copy of the statement regarding Grade 13 examinations which was made by the Minister of Education in the Legislature in March, 1966.

Mr. Fullman also described teacher education and professional development as they existed at that time, and referred to the recommendations of the *Report of the Minister's Committee on the Training of Elementary School Teachers*, published in 1966. He concluded his report with descriptions of the Special Schools and Services Branch, and the Technological and Trades Training Branch of the Department of Education.

GORRILL, BRUCE H.

General Manager

Instructional Materials Division,

Encyclopaedia Britannica of Canada

Formerly Inspector of Public Schools

Ontario Department of Education

The School Inspector and Centralization

The full title of Mr. Gorrill's report, *The Activities of a School Inspector in Centralizing School Accommodation and Administration in*

Order to Improve Educational Opportunity in the Territorial District of Parry Sound will give the reader an accurate introduction to his presentation. In describing 20 different achievements of the district in improving and centralizing school accommodation, the speaker described the involvement of the public, of educators, of trustees and councillors, of consultative committees, of the Department of Education, and of the Legislature. He recommended a number of ways by which the processes of centralization could be facilitated.

GRUBB, R.E.
International Business Machines Limited,
White Plains, New York

Computer-assisted Education

Dr. Grubb outlined the current activities of his own and other companies involved in the development of the computer in relation to education. He described some of the kinds of administrative and data retrieval services now being provided by computers in the general field of education, and discussed some of the basic types of service that computers may be expected to provide at the instructional level. These include means for individual study and individual problem-solving, as well as provisions for the retrieval of routine information. More imaginative uses in the learning program would require the co-ordination of scientists, technologists, programmers, and educators. Dr. Grubb noted that schools are already introducing courses in computer science at the secondary level.

HODGETTS, A.B.
Master
Trinity College Schools, Port Hope

National History Project

As the principal worker on the National History Project, Mr. Hodgetts outlined some of the conclusions and recommendations concerning the teaching of Canadian history and social studies arrived at during the study. In particular the study analyzed how the methods and content of the courses in Canadian history influence students' attitudes, and concluded that most history courses need to deal with more current issues, should use a problem-

solving approach, and should resolve rather than aggravate differences among provinces and among cultural groups. Further reference to the National History Project is made elsewhere in this Report.

HARRIS, ROBIN S.
Professor of Higher Education, and Principal
Innes College, University of Toronto

The Educational System of Ontario

Dr. Harris originally prepared this essay for the Royal Commission on Bilingualism and Biculturalism and kindly made it available to the Committee on Aims and Objectives for research purposes. The first section briefly describes the administration of education in Ontario: the function of the Department of Education and the divisions responsible for elementary and secondary schools, teacher training, technological and trades training, and adult education; the purpose and operation of the Department of University Affairs; and the ways in which other departments of government are concerned with education. The next section gives a detailed account of the evolution of education in Ontario from 1867 to 1965. Dr. Harris then reviews the organization of the Department of Education as it has developed since 1867, describing the position of the local school boards with which it has shared responsibility for public education. He concludes by declaring that the Ontario educational system contains all the elements that are required to provide for the needs of any of its citizens, but that the system lacks a structure that would enable its various parts to function effectively in co-ordination with each other.

KING, MARGERY R.
Executive Secretary
Canadian Committee on Children, Toronto

The Welfare of the Child in School

"What is compulsory about education is that it is incumbent upon society to provide opportunities for learning that are appropriate to the potential growth of the child and to provide them through methods that will encourage the child to want what the school has to offer . . .

Teaching should be a process of exciting and interesting, of channeling enthusiasms, of providing opportunities for exploration." In these words, Dr. King summarized her concern for the welfare of children in school. Among her recommendations were a shift in emphasis from 'rights of parents' to 'rights of the child'; psychological services to prevent problems that may occur; recognition that learning is a 'voluntary act' on the part of the learner; and elimination of practices that prevent exploration and that attempt to motivate learning by the use of fear of failure. Dr. King concluded that a longer and better period of teacher education will be essential to create the changes recommended in her report.

LACY, GRACE
Director of CUE
The University of the State of New York,
Albany

Using Newer Media in Teaching the Humanities

Dr. Lacy's report described the purpose, operation, and success of the CUE (Culture, Understanding, and Enrichment) project, which is an attempt to include more study of the humanities in secondary schools in New York State.

The project is based on a curriculum which fuses history, literature, sociology, philosophy, political science, economics, and the arts. To help teachers develop and implement the curriculum the project has produced and distributed various multi-media packages of resources, ranging from pictures, posters, sound tapes, slides, filmstrips, films, and television programs, to subject kits, reproductions of paintings, and travelling exhibits of materials. In addition, dramatic and musical presentations are brought to the schools, and classes are encouraged to visit museums, art galleries, etc.

To illustrate the variety of resources provided for this project, Dr. Lacy gave an introduction to one humanities topic, illustrating it with sounds and pictures projected in various ways. In advocating the use of a variety of resources in teaching the humanities she reminded the Committee that "the humanities are less a sum of knowledge than a way of thinking and being which helps us to mature, gives us values, and adds new dimensions to our being."

MACKINNON, FRANK
Principal
Prince of Wales College, Charlottetown, PEI

Education in a Restless Age

Dr. MacKinnon outlined some of the factors that make this a restless time, and pointed out that education flourishes in a climate of restlessness. However, he warned that education must follow a path between restlessness and discipline, with a curriculum that embraces both rigid ideas and flights of fancy.

The speaker stated that in this time of rapid change there is a new need for emphasis on art and culture, and on Canadian identity. Declaring that Canadian history is not dull, he described various ways by which the school could transmit the culture and tradition of the nation to our students. He suggested the need for a frank appraisal and discussion of Canada and Canadian questions in schools and in textbooks.

MCCARTHY, J.R.
Deputy Minister
Ontario Department of University Affairs

Aims and Objectives and the Ungraded Elementary School

Dr. McCarthy introduced his topic by emphasizing that the ungraded school is not a goal in itself, but is an administrative pattern whereby the aims and objectives of education can be more easily achieved. He described other patterns which have attempted to overcome the inflexibility of the grade structure of our schools, but which often have not been based on a consistent philosophy. In describing how a non-graded elementary program could be organized, Dr. McCarthy stated that he would eliminate grades, courses divided by grades, formal examinations, marks, report cards, and promotion as it has been practised, and would substitute a flexible program of continuous pupil progress related to the individual's rate of learning, his readiness, and his mastery of the program, with evaluation shared by the pupils, and with reporting practices which described progress in the program and which involved greater use of parent-teacher interviews.

At the time of presenting his report, in 1965, Dr. McCarthy was Deputy Minister of University Affairs. Later, in 1967, he was appointed to his present position of Deputy Minister of Education.

MCCORDIC, W.G.
Director and Secretary-Treasurer
Metropolitan Toronto School Board

Financing of Elementary and Secondary Education
Mr. McCordic drew upon his experience as chief administrator of the Toronto Metropolitan School Board in outlining some of the major problems in financing public education, and in describing means for resolving these problems. The major problems he discussed were: the phenomenal rise in educational costs; the wide variety in types of school jurisdictions and their varied abilities to finance education; the fact that trustees have little control over major cost items; a lack of uniformity in assessment practices; and the reliance on property taxes at the municipal level. His proposed answers to these problems involved access to income tax and sales tax at the municipal level; a system of local school authorities based on regional rather than local representation; increased provincial grants-in-aid; and the establishing of local government finance committees responsible for negotiating with the Provincial Treasurer on matters of tax collection.

MCCUAIG, W.D.A.
Assistant Superintendent of Curriculum
Ontario Department of Education, Toronto

Analysis of the Report of the California Citizens Advisory Committee
Mr. McCuaig briefly described the organization and operation of the Citizens Advisory Committee and gave a detailed summary of the majority report. He explained that the report was divided into three main sections: teachers and teaching; the educational program; and school government. He quoted certain key statements and several of the 97 recommendations, which were primarily concerned with the aims of education, the courses of study, textbooks, testing, and administrative policy.

Mr. McCuaig pointed out that the Committee worked from 1958 to 1960—from just after the flight of Sputnik I to the eve of the election of President John F. Kennedy. The Committee obviously reacted to the educa-

tional challenges expressed in the post-Sputnik period, and showed concern for competence and excellence; also it tended to favor traditional content and methods.

MCLINTOSH, DOUGLAS M.
Principal
Moray House College of Education,
Holyrood Rd., Edinburgh, Scotland

Achieving Educational Objectives
Dr. McIntosh outlined what he considered to be the major aims of education, and illustrated how various educational committees and groups in his native country are endeavoring to establish policies and practices that will aid in the achievement of these aims through constant readjustment in the face of change. He described the work of four committees in particular: the Advisory Council on Education; the Scottish Council for Research in Education; the Consultative Committee on the Curriculum; and the Scottish Certificate of Education Examination Board. He emphasized the importance of research and classroom experimentation, of a constant review of all aspects of education, and of an international exchange of information on successful practices. Dr. McIntosh concluded by pointing out the need, in a time of rapid change, for opportunities for re-education and for re-entry into the educational system for students who leave before completing their formal education.

MCLUHAN, MARSHALL
Professor of English and Director of the Centre for Culture and Technology
University of Toronto

Education in the Electronic Age
Dr. McLuhan based his remarks on his observations of ways in which various technologies create their own environments, and illustrated how this principle applies in various aspects of life, including the school. In discussing how education should change to reflect the needs of a changing society he criticized the 'rear-view mirror' habit of inspecting former situations for evidence of change that may be useful in new situations.

Dr. McLuhan stated that there is little that can be done to make youngsters aware of their

new electronic environment beyond providing it for them.

In discussing the curriculum, the speaker supported a discovery approach. He questioned the value of having fixed goals for education, and suggested that pupils be given opportunities to look at problems for themselves, and to discover new patterns, new possibilities, and new answers.

MUNNINGS, GLADYS
Assistant Superintendent
Supervision Section, Ontario Department of Education, Toronto

A Secondary School Look at the Elementary School
Miss Munnings emphasized that at all levels prime consideration should be given to the needs and abilities of the individual learner and to encouraging the pupil through a positive approach by the teacher. She suggested that provisions and adjustments could be made in organization and courses of study so that approximately 50 per cent of all pupils could complete in 12 years the present 13-year program, mainly by acceleration at some stage in the program. This could probably best be achieved in the first six or seven years. For many pupils the acceleration would be a gradual process, while for the most able pupils three years' studies could be completed in two years. Miss Munnings discussed the value of ungraded schools, streaming, and the unit system in achieving such plans for acceleration. She stated that enrichment was preferred to a second year of acceleration.

The speaker outlined what she believed should be the academic achievements by the end of the present sixth grade. These were: skill in reading; ability to organize ideas; ability to speak and write ideas clearly; and skill in computation.

RENAUD, FATHER ANDRE
Associate Professor
University of Saskatchewan, Saskatoon

Needs in Indian Education
Father Renaud indicated that the general aims and objectives of education in Ontario are quite valid for people of Indian ancestry; he

pointed out, however, that the programs and structures must be changed in order that the Indian people may achieve these objectives. The changes he recommended had a two-fold purpose: to make it possible for the majority of Indians to become self-supporting and participating citizens; and to allow them to identify themselves as a respectable and valid cultural entity within the Canadian community.

The speaker discussed changes at all levels in educational programs, recommending curriculum revisions that would make studies more meaningful for Indian children. He also suggested that resource persons should be available to help Indian adults. He emphasized that teachers and administrators should be more aware of Indian traditions and cultural patterns, and that steps should be taken to allow more Indians to participate in school administration. Father Renaud concluded by pointing out that educational efforts would be of little avail without improvements in the physical environment.

RIDEOUT, E. BROCK
Associate Professor
Department of Educational Administration,
The Ontario Institute for Studies in Education, Toronto

The Tax Structure and Grants for Education in Ontario

As background for his description of the grant structure for education in Ontario, Mr. Rideout pointed out that the basic legal responsibility rests with local authorities. Although no act of the Legislature provides for the Province to assume any cost for financing the programs of school boards, the Province, in practice, provides substantial sums in the form of grants. The speaker outlined the arguments for local financing and provincial assistance, and concluded that a combination of the two seemed to be most desirable. Provincial assistance at present takes a variety of forms, including equalization grants and grants for special purposes. To explain how the various grants are applied in practice, Mr. Rideout showed the amounts of certain grants and the formulae for calculating others. He also discussed the effects of adjusting various factors underlying the

formulae and the regulations that provide for a ceiling and a floor to control the total grant in each situation.

Mr. Rideout suggested that many of the inequities of the grant structure could be overcome by the reorganization of the province into large educational regions, with regional school boards which would determine fiscal policy within the region, but would leave other policies to local boards. He also suggested the desirability of a closer relationship between public and separate school boards.

RIEDERER, L.A.
Director of Education
Regina Separate School Board, Saskatchewan

A Curriculum in Transition

Mr. Riederer described the development of an ungraded system of school organization in his city. The process involved a number of steps: developing report cards with bar graphs showing progress rather than rating; establishing a pilot project to test ways of organizing the curriculum to allow for individual differences; involving the community in the planning of curricula and assessment of the program; dividing the skill areas into fifteen units of relatively equal time; promoting from unit to unit rather than once yearly; and arranging for transfers where desirable. Some of the advantages of the ungraded program now in operation were: greater flexibility; greater challenge to pupils; more rapid progress of many pupils; avoidance of repetition of grades; recognition of individual differences; and greater teacher involvement in planning and decisions concerning professional preparation.

ROBERTSON, KENNETH
Specialist in Linguistics
Edinburgh, Scotland

Linguistics in Education

Mr. Robertson introduced his topic by defining linguistics as the descriptive, historical, and comparative study of languages. He then discussed the importance of linguistics as a field of study, and outlined the role of linguistics in education.

One specific facet of linguistics, namely instruction in a second language, was treated

at length. Mr. Robertson evaluated various types of such instruction, including a linguistic approach, as compared with instruction in the mother tongue. His observations of types of second language instruction dealt in detail with levels of instruction, flexibility of procedures, and the maintenance of fluency.

SLADE, MARK
Education Officer
The National Film Board of Canada, Montreal

Learning to See in New Ways

In pointing out the effects of new media on communication and education, Mr. Slade stated: "Film, television, radio, supermarkets, and a proliferating host of devices are restructuring our habits of perception." As a result, classrooms can no longer exist merely to pass out knowledge; they must shift from a study of static facts to the development of dynamic behavior. Mr. Slade stated that various forms of communication create their own technology; the objects of knowledge and the instruments of knowledge are inseparable.

In the search for ways to control change and to see things in a new way, Mr. Slade recommended that we study the techniques of artists and scientists as ready-made communication models. "To live in the twentieth century," he stated, "we should be at least as aware of the probabilities of the effects of new technologies as we are of their components."

ST. JOHN, J. BASCOM
Chairman
Policy and Development Council, Ontario
Department of Education, Toronto

Policy and Development Council and Similar Bodies

Dr. St. John outlined the function of his council in educational planning, and stated that it was also to conduct surveys, investigations, and similar activities relating to the development of new policies. He discussed the methods of operation of the council and outlined some of the problems that had arisen in carrying out its work.

Dr. St. John also described organizations in Ontario and other provinces which have the

similar functions of conducting investigations and making recommendations on policy and administrative matters. He observed that "we Canadians have had a deplorable record of action on expert reports of all sorts, over our whole history," and made several suggestions which he felt would result in a more satisfactory implementation of expert and research findings.

STURSBERG, PETER
News Analyst
Ottawa

Educational Practices and Objectives in India at the Primary and Secondary School Level

Mr. Stursberg reported that a major aim of education in India is national integration. Attempts to achieve this aim have concentrated attention mainly on the question of languages to be taught in school. In general, the policy is to teach three languages: Hindi (the official language), English (the associate official language), and the mother tongue. Where the mother tongue is Hindi, the ruling Congress Party would like children to learn as a third language one of Tamil, Telugu, or one of the south Indian languages. Educators state that they find it difficult to motivate the learning of the third language. The Education Commission recommends the choice of any third language, as long as it is an Indian language. The Commission believes that every school child must know one of the two official languages by age 12, and recommends that English be taught from Grade 3 onward throughout the country. All university instruction is in English. Another suggestion is that a single type of script for all Indian languages be developed.

SUCHMAN, J.R.
Acting Director
Division of Elementary and Secondary Research, United States Office of Education, Washington, D.C.

Inquiry in the Curriculum

Dr. Suchman discussed the importance of inquiry as "the means by which curriculum content comes alive in the classroom." He described inquiry as a learning process, but not

as a teaching method; inquiry comes from within, and cannot be transferred from another person. He stressed the need for teachers to avoid giving answers to questions raised during pupil inquiry; the teacher should give no more help than is needed to enable the pupil to continue the process of inquiry.

To illustrate how inquiry may be used in schools, Dr. Suchman presented a number of short films prepared for students, illustrating unusual science phenomena that occur with familiar materials. The Committee members were then invited to ask questions about these puzzling situations, with only a minimum of information being given as they thought out "theories" to explain what they had seen.

WEES, W.R.
Vice-president
W. J. Gage Limited, Scarborough, Ontario

A Point of View in Education

Dr. Wees commented on the widespread concern about education in this decade, and attributed much of this concern to a lack of guiding principles. In reviewing the aims of education that are generally stated, he identified four main aims: to acquire knowledge; develop character; train for a job; and develop the mind. He stated that these were actually hopes, not aims, and outlined some of the actual aims inherent in what educators do.

The speakers suggested that education should be directed toward creating knowledge and order. He described the three main processes in educating: perceiving; seeking relationships and creating ideas through inquiry; and fitting new ideas into patterns which in turn will enable the student to re-shape his mind. These are the ways in which the student develops his mind and creates and orders his own special world.

Dr. Wees stated that to enable the child to learn in this way, the school should encourage inquiry, organize for continuity of perception, help the child to establish a set of values, arrange for more social learning, and permit the child a greater measure of trust.

RESEARCH REPORTS

ARMSTRONG, STEWART E.

Superintendent

Ontario School for the Blind, Brantford

The Education of Blind Pupils in Ontario

During 1967 Mr. Armstrong conducted, on behalf of the Committee, a thorough study of the education of blind pupils. Following several months of research, which included visits to the United States for observation of programs for the blind and for conversations with recognized leaders in this particular field of education, he presented his report to the Committee.

Mr. Armstrong briefly discussed the aims and objectives of educating blind children, expressing the hope that "everyone who works with a blind child will recognize the fact that he is first a child, and second, blind, and never consider these two in the reverse order." Mr. Armstrong made some general comments about the danger of 'labelling' a child, and noted that "there are signs that the pendulum is swinging back to a consideration of him as a child." He made the point that in any discussion of the education of blind children it is essential that there be a clear understanding as to just which children are being considered. He defined the terminology used in describing various types and degrees of blindness.

The Ontario School for the Blind was analyzed with regard to admission requirements, enrolment, program, graduates, and accommodation. The advantages, and more particularly the disadvantages, of a residential school were discussed in some detail.

Mr. Armstrong reported on his study of the work being done in integrated schools and classes. He explained that 'integrated' in this context is generally applied to any situation in which a visually handicapped child continues to live in his own family circle, attends a school within walking or commuting distance of his home, and associates with the other children in the school for at least some of his lessons and with neighborhood children after school hours. He devoted a considerable portion of his report to the factors involved in the integration of blind students, and outlined the

programs being implemented in the United States, England, and Yugoslavia.

The American Printing House for the Blind, Inc., in Louisville, Kentucky, was cited as a comprehensive source of information on the blind. This organization, the world's largest publishing house of braille and large-type books and manufacturer of special devices for the aid of the blind, keeps records of visually handicapped children in the United States, which are a rich source of statistical information. Statistics related to the growth of enrolment in both residential and day schools are based on factors which might apply to almost any area in North America, and certainly to every heavily populated area.

Several charts giving statistics on enrolment and staff in schools for the blind in Ontario and elsewhere, were included in the researcher's report. Mr. Armstrong referred to the relevant charts as he presented the main body of his report, giving a clear picture of growth and development in the education of the blind. He included in his report a number of recommendations which were mainly concerned with the following: procedures for successful integration; aid for the multi-handicapped child; the possibility of securing increased vision for a child by means of low-vision aids; consultants; ink-print classes; musical training; and the counselling of parents.

Mr. Armstrong emphasized that no decision as to the program in which a visually handicapped child is to be educated must be considered final. There must be constant assessment, he said, and, when warranted, an assignment to a different program should be made.

BIXLEY, B.D.

Lecturer in Economics

York University, Toronto

Cost Models for Education

Mr. Bixley was commissioned to draw up estimates of costs for optimum educational models. The term 'optimum' in this instance meant 'best' rather than 'ideal', and 'best' was interpreted to mean 'desirable standards as postulated by urban area officials.'

The assignment involved the following purposes: to examine the educational costs of a

large urban school board, regarded as a 'leader' in terms of the range and quality of the services it offered, and to make projections of its future costs; to compare these costs with the costs incurred by school boards in a selected Ontario county, and project the costs for these boards if the facilities provided by the urban board were to be applied. The costs studied and forecast were to be per-pupil costs.

In calculating the figures for the urban board, after using as many variables as possible, three sets of cost figures were developed. The lower set was obtained from assumptions based on:

1. the rate of cost at current levels of expenditure projected to 1975; and
2. the most conservative postulations. An upper set of figures was based on assumptions resulting from maximum estimates. The median set of figures, roughly the mean of the upper and lower, was adjusted in terms of what the researcher deemed to be the most probable changes in the light of the current rate of change in provisions and costs. Assuming their validity, these middle figures were indicative of the cost of facilities planned for the period up to 1975. These calculations enabled a comparison to be made between current and future total costs. The first set of models was concerned primarily with the cost of physical facilities; the subsequent submodels were based on other factors.

The second part of the study involved the projection of the results of the urban study to the non-urban area.

The examination of costs and projection of future costs took the form of a set of statistical tables, following the usual classification of public elementary, secondary collegiate, and secondary vocational schools. The figures were the costs for day schools only. An accompanying report gave the rationale for the researcher's approach, and explained some of the assumptions that were made in calculating the figures. Mr. Bixley explained that since instructional costs make up a very large part of the operating costs, and since salaries of teachers are the main constituents of instructional costs, he had paid a great deal of attention to the items making up the salary costs. He described these items and indicated the factors involved in each. He used sample aggregates for the wide range of other instructional costs.

In discussing the tables that provided figures for the school boards within the selected Ontario county, he pointed out that the figures show very marked differences from the comparable figures of the school board selected as 'leader.'

Mr. Bixley concluded his rationale by stating that it was wholly possible, in forecasts of this kind, to produce many reasonable sets of projections depending on the assumptions that the reader wished to test or apply. The tables, therefore, act as a 'do-it-yourself' projection kit. In the tables concerned with the future, the projections of 'other operating costs' were not designed to be flexible; however, since the instructional costs are so important, an assortment of independent instructional costs projections was made. Hence, concluded Mr. Bixley, the reader can take whatever set of assumptions about instructional costs he deems most satisfactory and make his own analysis.

CHALMERS, MURRAY W.

Superintendent of Special Education and Assistant Superintendent of Public Schools
London, Ontario

Special Education

Mr. Chalmers was engaged to prepare a research report, with recommendations, on the present mode of educating children in Ontario who are exceptional because of physical, mental, or emotional handicaps. He received advice and assistance in planning his project from Dr. Walter Koerber, Director of Special Services, Scarborough Board of Education.

Mr. Chalmers stated in his report that no child should be placed in a special education setting if there was a reasonable hope that he would be able to cope with the educational program in the regular setting. He emphasized however, that the needs of each individual must be adequately met, and where necessary special opportunities, including special classes should be provided. The main problem in special education, as he saw it, was getting programs implemented and getting teachers trained to do the work.

The researcher also commented on the lack of funds available for special education. "The dollars are in the province," he stated. "It's

just a matter of getting them to the place where they are needed."

Mr. Chalmers commended the Department of Education for taking positive action to meet further the needs of exceptional children, and stated that the decentralization of the Department into area offices under a superintendent had been an excellent move. What was needed most, he said, were teams of educational diagnosticians and remedial teachers who could go into the schools and assist the principals and teachers with assessing their problems and providing classroom programs that would help the children.

He recommended that more attention be given to grants to assist special programs, that summer course programs include considerations that must be given to exceptional children, and that all other services provided by the personnel in other departments of government be consultative and advisory to the educational authority.

Mr. Chalmers devoted a considerable section of his report to the area of teacher education, and discussed some of the problems involved in encouraging qualified teachers to take positions in special education. He stated that an option could be given successfully in the one-year program at teachers' colleges for teachers wishing to enter the work of opportunity class teaching.

Mr. Chalmers emphasized the absolute need for careful diagnoses of children's problems before the children are placed in special classes. He stated that there must be clear aims and objectives in these classes, not only for the class as a whole but for each individual in it. He identified the special problems associated with children diagnosed as educable retarded, physically handicapped pupils, children with speech problems, gifted pupils, and children with mental and emotional disorders and learning disabilities. He described work presently being done with these children and made several suggestions regarding the improvement of the various kinds of learning situations.

Mr. Chalmers briefly outlined a few of the other areas in the field of special education, citing the development of special vocational schools as one of the most significant forward steps taken in public education in many years.

Mr. Chalmers concluded his report with the thought that the aims and objectives of education must be based on man's humanity to man.

In answering the question "How do you change the hearts and deeds of men?", he stated that "you start with a child."

FIRESTONE, O.J.
Professor of Economics
University of Ottawa

Economics and Education

One of the subjects that came under study by the Committee was the relationship between education and economic returns, and Dr. O.J. Firestone undertook a major research project outlined by the Committee on this topic.

The researcher, in conducting his study, analyzed existing government reports on this matter, and conducted surveys to obtain original information by the use of two questionnaires, one designed for former high school students and one for industries.

The student survey was sent to a representative sample of 4,385 students who left secondary schools in the 1959-1960 school year. A total of 1,299 questionnaires was returned. The questionnaire was designed to determine from each student the following: the highest grade attained; the parent's occupation; the age of leaving school; the activity (whether further education or employment) in the years since leaving school; the extent of further education; the amount of money earned in the first and in the most recent year of employment; and various attitudes about the curriculum of the secondary school. The analysis of the returns comprises 40 tables of statistical relationships. These show, among other things, that increased years of formal education and increased mobility each contribute individually to economic opportunities in almost all categories of employment, and in both the first and subsequent years of employment. In the summary of expressed attitudes concerning their secondary school experience more students in all categories expressed satisfaction with their schooling than expressed dissatisfaction. The only facet of their secondary school experience that was criticized by large numbers of students in every category was the area of vocational and educational guidance.

In the survey of industries, a sample of major and minor industries was studied to determine the following: the major difficulties

encountered in recruiting employees; the qualifications sought in potential employees; the type, amount, and expenditure on formal on-the-job training; the factors facilitating and impeding mobility of staff; the need for employees with bilingual competence; the minimum educational qualifications and minimum salaries for employees in the major categories; the amount of consultation with schools; and attitudes concerning the educational system as they relate to equipping young people for employment. An analysis of the 17 tables in which the data from this survey are tabulated reveals the relationship between increased education and improved salary levels. The tables also provide other information concerning education and industry, such as the minimum educational requirements for various positions, the amount and types of formal on-the-job training provided, the cost per employee of such training, the degree of mobility of employees, the factors affecting mobility, and the attitudes of firms concerning the need for employees with oral proficiency in French or English as a second language.

In his analysis of the statistical surveys, Dr. Firestone provided a wide range of observations, opinions, hypotheses, and recommendations concerning the relationships between education and economics.

KOPP, HARRIET GREEN
Principal
Detroit Day School for the Deaf, Detroit

The Education of the Deaf and Hard of Hearing
Dr. Kopp was commissioned to conduct a study on the education of the deaf in Ontario and elsewhere. Her report took the form of statements on an extensive range of problems related to the education of the deaf, and recommendations based on thorough observations of the operation of schools for the deaf in Ontario.

The researcher stated initially that the education of the deaf has been weakened by the pull of opposing philosophies concerned chiefly with the mode of communication. The deaf comprise a small population and they should not be permitted, by default, to become a sub-culture. She emphasized that hard-of-hearing children, as opposed to the profoundly deaf, should be educated as closely as possible

to the mainstream of education. She discussed the problems in serving these children, considering their scattered geographic distribution in Ontario.

Dr. Kopp described and evaluated the facilities, teacher preparation, and administration and supervision in the residential schools, and pointed out in particular what she described as the inadequate provisions for the education of the multiply-handicapped deaf. She felt that the schools for the deaf in Ontario are in urgent need of intensified audiologic service, and also recommended that schools without psychological services purchase consultant service on a periodic basis until appropriate personnel could be found. Library and art facilities came under some criticism. Dr. Kopp commended the residential schools for initiating infant and preschool programs, but noted that these programs must be made more intensive and more extensive. In a section on transportation, Dr. Kopp said that it was difficult to understand why residential students who live within easy transportation distance of the schools were not enrolled as day students. Although the decision must be based on individual needs and capacities, there could be no question but that, in most instances, day students benefit socially and psychologically as well as educationally. She also commented on the values to be derived from a closer liaison between residential schools and the local community.

"The stress the Ontario schools now place on the development of language in the first five years of the child's school attendance tends to limit the attention focussed upon mathematics, social studies, and science," she stated, and added that while language is essential to the deaf, it must be viewed not as an end in itself but as a means toward acquiring information and toward building cognitive abilities and skills.

At the senior school level, those students classified as hard-of-hearing (from 10 to 20 per cent of the residential school students) probably could be served more effectively in regular academic or vocational programs with supportive services provided by a teacher of the deaf. For the remainder, the occupational choice may continue, through necessity, to be a function of available instruction at the school for the deaf. Dr. Kopp had a number of

suggestions to make with regard to vocational and academic programs for this latter group, pointing out that if these suggestions were followed, students would be given an opportunity to mature in an urban society, integrated with the hearing world but given the support and security of teachers familiar with their special problems.

Dr. Kopp also observed that parent groups do not appear to play a sufficiently active role in the Ontario schools for the deaf, and indicated that this situation should be remedied. Parents should receive the utmost assistance from the educational institution, since their support can be invaluable to the progress of the child and to the continuing excellence of the school.

MONTGOMERY, R.P.
Principal (Retired)
Toronto Public Schools

Private Schools of Ontario

During its investigations the Committee required a comprehensive view of the private school sector of Ontario education. Mr. Montgomery was commissioned to conduct a survey and prepare a report on private schools. His experiences in both public and private education provided a useful background for this study.

The 'Report on the Private Schools of Ontario' begins with a definition of private schools and general information on the 234 private schools in Ontario. It then divides the schools into two general categories: 'Religious Schools' and 'Independent Schools.' A further breakdown of these two categories divides the religious schools into the following groups: Roman Catholic English Speaking, Roman Catholic French Speaking, Christian Reformed, Hebrew, Amish-Mennonite, Seventh Day Adventist, and Others. Independent schools cannot be grouped so obviously or conveniently and Mr. Montgomery found it necessary to deal with these 47 schools under 13 different headings. In cases where the unique characteristics of a school prevented its being included in a group, it was described individually, (e.g. the National Ballet School, Crescent School, L'Évêque School).

The report makes no attempt to evaluate academic programs, but presents such factual

information as the following: the authority under which the school operates; the stated purpose for its existence; the fees charged; the method of financing, the enrolment; the levels of instruction; the basis of pupil selection; the academic and professional qualifications of the staff; the staff-pupil ratio; the services provided that are not generally available in publicly supported schools; the experimental work being carried on; and other information regarded as pertinent.

Mr. Montgomery obtained the material for the report during visits to schools representative of each category; from interviews with headmistresses, headmasters, teachers, members of boards of governors, and key personnel associated with a school or group of schools; and from a study of the Minister's Report and other materials made available to him by the Department of Education.

In his description of each school or group of schools the researcher included such matters as historical background, advantages or benefits of the particular school, and reasons for the existence of each type of school as stated by those associated with it.

Included in the appendix to his report was Mr. Montgomery's outline of provisions in certain other provinces for grants to private schools.

SIM, R. ALEX
Sociologist and Independent Researcher
Ottawa

The Education of Indians in Ontario

Mr. R. Alex Sim was commissioned "to conduct research and prepare a report with recommendations on Indian Education in Ontario," such study to include the following: 1) a review of the literature, accompanied by interviews with experts and a consideration of views of Indians and non-Indians, for the purpose of determining underlying assumptions and policies concerning Indian education; 2) observations in the field to check on the application of assumptions and policies in the schools; and 3) the development of a set of hypotheses that would suggest desirable changes in Indian education with an assessment of these hypotheses by teachers and others dealing directly with Indians.

In his report, Mr. Sim discussed the present economic and educational situation in which the majority of Indians find themselves, assessed some causes of the problem, and called for a new approach. He described the condition in which many Indians find themselves as involving a complex of stress factors which together create an unfavorable climate for education and opportunity.

In pointing out that "the Indian group is a minority not like the rest," Mr. Sim recommended that special recognition be given to this minority group with respect to having their own schools and having them adequately financed, as a means of restoring and retaining the cultural identity, dignity, and self-respect of Indians.

There is a gap between policies of the Provincial and Federal Governments for the education of Indians. The Federal Government identifies Indians as a group, and makes special provisions for Treaty Indians, either in Federal schools or in integrated schools operated under the leadership of the Provincial Department of Education. The Province, on the other hand, does not officially identify Indians as a group. Mr. Sim's report analyzed the advantages and disadvantages of educational policies that integrate Indian children into regular schools.

Mr. Sim separated his recommendations into two sets: 1) new approaches; and 2) adjustment in present arrangements. He recommended the foundation of an Indian Council to administer Indian education, with majority representation by Indians; the establishment of an Indian college as a means for advancement; the establishment of an Indian Cultural and Research Institute; provision for private groups to contract to educate groups of Indians; the upgrading of existing school programs; special courses for teachers of Indian children; changes in courses of study and textbooks to give recognition of the Indian point of view; expansion of the Northern Corps Service; and the provision of mobile teachers to work with isolated and nomadic groups. In addition, his report made a number of recommendations of a more general nature concerning such considerations as salaries, public opinion, and autonomy. The appendix to his report provided a wide range of supporting documents.

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In the course of their comparative education studies, members of the Committee visited schools in Ontario, in other provinces of Canada, the United States, and countries in Europe and Asia to observe current educational practices. The Committee is grateful to the many officials and teachers who were so hospitable and informative during these studies.

Many insights were gained through expert presentations and research reports commissioned expressly for the study. These are summarized in the 'Documents' section of this Report. The Committee appreciates the contribution of the experts who prepared useful reports on the various facets of education that were of concern to it during the study.

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Unfortunately it is not possible to name all the young people and adults who appear in the photographs, but we would like to thank them for giving life and meaning to the pages of our Report. Photo credits are listed following the Index.

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